

social services

st. lawrence



SOCIAL SERVICES STUDY

ST. LAWRENCE

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We also wish to express our appreciation to the St. Lawrence Project staff with whom we shared ideas, offices, and, from time to time, anxieties. Their relationship was consistently supportive.

INTRODUCTION:

OPPORTUNITY AND ASSIGNMENT

- Terms of Reference

INTRODUCTION:

OPPORTUNITY AND ASSIGNMENT

The consulting group began its task with a sense of opportunity in the project as defined generally by City Council. Its work throughout was strongly influenced by the potential for a significant alteration in the character of the City within the project itself, in the vicinity of the project and for the City as a whole, as a pioneering effort in developmental and social policy and community form, structure and relationships.

The project represents a major effort on the part of the Council to assert and implement a substantial role in the vital area of housing. Concurrently, because of the nature of the project, the City has an opportunity to assume the role of developer utilizing more positive and direct developmental instruments than that afforded by official plans and zoning by-laws. With land banking opportunities as a central mechanism these roles could be played in the context of virtually total ownership of an area which could accommodate a residential community of upwards of 8,000 people. In short, the City as a housing authority and a development agency can create a small scale new community within its very core - without the typical problems of an urban renewal setting.

Given this general stance Council defined initial positions regarding its preferred form of development. It is these positions which guided the consultants in their study and which, when taken together, define emerging city policies of great relevance to social planning. One such policy is the preferential treatment of low-income individuals and families. This has been further defined for our working purposes by the St. Lawrence Working Committee, as a target ratio of roughly 60% below median income and 40% above median income. As will be indicated shortly the consultants argue for a somewhat higher ratio. For the moment it is important to simply note the significance of this objective as a strong social commitment by Council, and to note the influence of this objective in the task of studying social services.

Coupled with the preferential status for low income families was the notion of a mixed income community reflected in the above ratio. This followed from Council's desire to avoid development of communities confined to narrow income limits and individual social groups.

Another striking policy position was the determination from the start to define housing as part of an integrated, multi-faceted social policy which embraced not only houses as physical forms of shelter but the whole range of services and facilities that constitute community in a service sense. Given this perspective it is possible to think about and plan St. Lawrence not only as a residential community but in a real sense as a living community.

A third element in the policy indicators is Council's perception of St. Lawrence as a political community. There is a clear, and for Toronto if not Ontario and Canada, a unique objective of developing a self-managed community with respect to the range of community services. City ownership of land itself creates a superior opportunity for citizens to have a powerful voice in determining the nature of their community.

These policy positions combined with the opportunities provided by use of land banking represents, for the consultant group, an unparalleled statement of positive social policy by the City. In it there is potential which exceeds in depth, comprehensiveness, and sophistication any known policy commitments by federal, provincial or any other local jurisdictions in Canada. In it also is potential for the City to assert its role in the determination and implementation of public policy affecting the City, a role which, despite its obvious importance, has yet to emerge. Instead such policies have been developed in federal and provincial jurisdictions.

The work which follows is an attempt to study these policy guidelines, to interpret them, and to provide a basis for implementation. As should be evident the consulting group approached its task with enthusiastic commitment.

Terms of Reference

The terms of reference for the consultants reflected the determination of Council and the Working Committee to plan within the perspectives and policy positions reviewed above. They are reproduced in Appendix I. The application of these terms constitute the body of the report.

It should be noted here that the terms of reference were developed in two stages - the first and basic set combined Council's concern for looking at services as services, and services as a set of relationships between the institutions which typically develop service policies, programs and deliver them, and the citizens who use them. The second set underlined the central place of community self-management.

"Citizen participation in its most developed form implies self-management or control by citizens of their community life."

"to bring about the design and implementation of a process that provides for citizen participation in planning, design and management of the neighbourhood."

Although the first set of terms clearly indicated an objective of self-management, the second set resulted in major emphasis being given to this aspect in the study.

The study itself may be viewed as a somewhat distinct treatment of services, first as social and economic support for individuals and the community, and second, as the basis for developing the role of citizens in decision making and delivery structures.

For the first treatment the general approach in the study was to work within existing program provisions, including funding. The basic question was: "How would existing provisions be applied in the context of the anticipated St. Lawrence community?". There was, in short, no attempt on the part of the consultants, with some exceptions, to render advice on the alteration of this or that social policy. Part of the explanation was the fact that discretion for many policy areas rested with the province and the federal government.

Fundamentally, however, with an initial Council orientation toward self-determination and the reinforced direction by Council in this respect, it was concluded that alterations in the content of social services should flow from the community rather than continue the traditional practice of a flow in the other direction.

It should not be assumed that the consulting group has expressed detailed judgment on the quality of existing social services.

PART I

AN AMPLIFICATION OF THE BASIC POLICY FRAMEWORK

As a background to the studies of social services which follow, specific assumptions and interpretations related to broad policies exposed above will be specified in this part.

First, it will be necessary to define the anticipated social character of the community reflected in policies of low-income housing, social mix and comprehensive social services. Although difficult and hazardous, this is a vital base to any analysis, and projection of given services and social-political relationships. Second, it will be convenient to define the characteristics of a general system compatible with a policy of community participation, self-management and control.

Given these statements, the report can be read within the context of some of the basic premises which influenced it.

1.1 SOCIAL CHARACTER AND INCOME MIX IN ST. LAWRENCE

The determination of the social character and income mix in St. Lawrence is central to the provision of social services and the development of St. Lawrence as a neighbourhood. As the detailed studies of particular social services indicate, the income mix greatly affects the nature of services and their delivery.

Three major issues are considered:

1. What are the limits and definitions of possible social mix as related to the original St. Lawrence report?
2. What are the implications of social/income mix for social design (including design of the social services network)?
3. What are the implications of social/income mix for physical design?

Discussion of Issues

This discussion has been limited by the very small amount of published literature on the subject of "mix". There are no comparable Canadian experiences for which usable information is available and few similar American and English situations. In a very real way, St. Lawrence is a social experiment as well as being a physical development project. The impact of this experiment on the future residents deserves careful consideration, as some of the evidence presented contradicts what has to this point become accepted wisdom.

1. What are the limits and definitions of possible social mix as related to the original St. Lawrence Report?

A. The St. Lawrence Report

In order to create "a vital, dynamic, and attractive new community", the original St. Lawrence report advocates the sensitive merging of physical and social issues in a mixed development.

Large public land developments have suffered historically from being designated strictly for one income group and strictly for a single purpose: housing. In order to avoid creating a "public project" atmosphere and in order to strengthen

the evolving mixture of uses in the surrounding area, the City should ensure that St. Lawrence itself will set the standard for redevelopment by encouraging a broad mix of people and uses. (P.7)

The report recommends the allocation of one-third of the housing units to families (at 1.65 gross coverage). Subsequently, the St. Lawrence Working Committee recommended a formula for allocation of units based on income quartiles and family status. This formula suggests also that 60% of all units in St. Lawrence should be for households below the median income in the City of Toronto and 40% of all units for households above the median income.

As suggested in the St. Lawrence report, "mix" should extend beyond land use. Also to be included are "a mixture of income levels and social classes, of age groups, and of family and non-family households. Different agencies, both public and private could be invited to participate..." (P.8). Presumably, we could also add to this list considerations of ethnicity, religion, life-cycle status, and other population variables.

However, sociological evidence (see Gans 1961, and Michelson 1969*) suggests that relative homogeneity of income and age provide the social prerequisites for neighbourhood interaction and that differences in the other factors will be of relatively lesser importance. On this basis, this discussion concentrates on income with some consideration of age and family status.

B. Comments

In the discussion of "mix" in St. Lawrence, little attention has yet been paid to the social criteria for encouraging or discouraging particular population mixes. This section briefly summarizes the general social objectives for creating mixed communities, and then evaluates the degree to which mixed communities might be successful in achieving these objectives.

i) Social objectives for creating mixed communities:

Traditionally, the argument for a broad population mix hinges on four reasons:

* Gans, H.J., "The Balanced Community: Homogeneity or Heterogeneity in Residential Areas", AIP Journal, Vol. 27, 1966, pp.176-184.

Michelson, W.H., Man and his Urban Environment, Addison-Wesley Pub. Co., Reading, Mass., 1970

1. Diversity in a neighbourhood provides variety and enriches people's lives by exposing them to different groups and values. The neighbourhood is seen as a microcosm of the City which, by its nature, is heterogeneous.
2. It promotes tolerance of social and cultural differences. This is particularly important for teaching children to get along with others.
3. It exposes the poor to alternative life styles and presumably encourages them to acquire a middle-class orientation towards upward mobility. At the same time, middle class leadership is provided.
4. There is a strong desire to avoid creating a "ghetto" of very low income people with a concomitant concentration of social problems and the development of a "no choice, no hope" atmosphere.

ii) Evaluation of success of mixed communities in achieving these objectives:

Given that the goal of a diverse, egalitarian society is accepted and ought to be encouraged, there is very little evidence to suggest that a neighbourhood made up of all possible income and population groups is a suitable means for achieving this end. Rather, the evidence suggests that the mix should be limited to avoid socially destructive community infighting.

The belief in the positive virtues of diversity rests partly on the assumption that if diverse people live in proximity they will readily become neighbours or friends, and so be exposed to one another. However, there is ample evidence to suggest that if the income and other differences between people are too great, their relations will be decidedly cool and people will tend to group with others most like themselves. A very diverse community, in which people of similar socio-economic background are difficult to locate, may have the additional effect of isolating those who are least mobile - the poor and the aged.

The negative consequences of social mixing are evidenced in many ways but most often in differing attitudes about child-rearing. Conflict is difficult to avoid when neighbours do not agree on the amount of freedom or discipline their children are to be allowed. People with high incomes may feel that their children are

being disadvantaged by exposure to lower-income neighbours and the latter may resent the life-style of their wealthier friends. These negative effects are not inevitable, but recent experiences in both Boston and Chicago (Boeschstein 1971 and Pellow 1975)* have exposed these conflicts in new mixed income neighbourhoods.

The belief that heterogeneity promotes tolerance can be circumvented both by the formation of homogeneous sub-groups and the negative consequences of social mixing. Furthermore, children's attitudes towards others are formed very clearly in life from their association with parents, playmates, and teachers. Visual contact or exposure may not necessarily lead to greater understanding although a more active community education program to encourage contact might have some success.

Exposing the poor to middle class alternatives as a way of improving their situation suggests that all one requires to cease being poor is an upwardly - mobile attitude. This paternalistic view ignores structural reasons for the "cycle" of poverty: poor educational opportunities, lack of job skills, and high unemployment.

Middle class leadership can become middle class control of community activities because middle class groups typically have more resources (both financial and expertise) to devote to these activities than lower income groups. As discussed below (under Social Services) different income groups have different desires for neighbouring and community facilities; leadership by any one group can be to the detriment of others. Hopefully in St. Lawrence, the social services and community facilities networks can be developed so as to assist the promotion of the interests of all groups, and an environment of mutual aid can evolve.

By definition, a mixed community avoids the problem of creating a homogeneous community of people concentrated in the lowest income levels. Experiences in places such as Regent Park suggest that this situation ought to be avoided and that it is not realistic to expect that social services alone can solve the problems such a community could create.

* Boeschstein, W., "Design of Socially Mixed Housing", AIP Journal, September 1971, pp. 311 - 18.

Pellow, D., Social Ecology of South Commons, unpub. report, Council for Community Services in Metropolitan Chicago, Chicago, 1975.

PART ONE:

AN AMPLIFICATION OF THE BASIC POLICY FRAMEWORK

C. Recommendations

The recommendations attempt to strike a balance between the effects of too heterogeneous a community in which some groups may experience social isolation, tension and disappointment over child-rearing, and the loss of control of community facilities, and the possible disastrous effects of a narrowly defined income range.

Despite the fact that there is no available precise data on desirable population mixes and minimum threshold population size to ensure group identity; the following possibilities can be suggested with regard to the original St. Lawrence report:

1. It should be recognized that St. Lawrence can perform a major self and community development function and that the social/physical environment must be designed to encourage this function.
2. Sufficient population homogeneity should be built into St. Lawrence to allow institutions to function equitably for various income and age groups.
3. It is recommended that consideration be given to reducing the range of incomes to be served in St. Lawrence by not providing housing for households in the top income quartile. A narrower range would help ensure sufficient homogeneity and minimize friction between groups while still serving those most in need.
4. Whether number 3 above is implemented or not, it is recommended that consideration still be given to allocating family units to the first three income quartiles only and the bulk of these (75%) to families below the median income where need is greatest.

If recommendations 3 and 4 are implemented, the income distribution would be as follows:

Family units	below median	75%
	third quartile	25%
Non-family units	below median	60% *
	third quartile	40%

Note: The original St. Lawrence report suggests that the economic viability of the neighbourhood might be enhanced, but is not dependent on, income which might be generated by private development of some sites in St. Lawrence (p.21-22). If it is to provide any substantial economic benefit, such development would likely be for fourth quartile households. It is the feeling of the Consultants however, that the social costs of accepting such an arrangement will probably outweigh any possible economic benefits.

2. What are the implications of social/income mix for social design (including design of the social services network)?

The question of mix has its most serious implications in the areas of social design and social services planning. As the bulk of the examination of these implications is covered in the studies of specific social service areas, only two issues are briefly discussed:

- a) the relationship between income/age mix and neighbourhood interaction;
- b) the relationship between income mix and the provision of social services.

A. Income/age mix and neighbourhood interaction:*

The two most important variables in determining dependency on the neighbourhood for support and primary friendships appear to be stage in life and income group. At one extreme, the elderly and mothers with dependent children are most closely confined to their home environment. At the other end of the continuum, the single working person and the childless couple may have minimum commitment to their neighbourhood as their interests and friendship patterns tend to be metropoliton-wide.

Similarly, high-income people, having more money and greater mobility, are able to take advantage of cultural, recreational, and civic facilities outside their immediate neighbourhood. They are much less dependent than lower-income people on the neighbourhood to fulfil their social functions. Many studies have consistently

* Adapted from Davidson, J., Socioeconomic Integrated Neighbourhoods, unpublished report, York University, 1974.

demonstrated that lower-income groups have much narrower spatial networks of activities than is typical of higher-income groups. (Michelson,p.128) This is, of course, reinforced by unequal financial resources and mobility.

Differing traditions of interacting with neighbours (neighbouring) among various income groups may have an effect on their ability to interact when brought together in a heterogeneous neighbourhood. There is some evidence (mostly descriptive) that informal neighbourhood interaction is an essential part of daily life among working class people, and that formal entertaining is reserved for special occasions. Middle class people may be more selective and formal in their neighbouring patterns, and place a greater emphasis on individuality than on communality. When brought together, these two groups may have very different expectations of acceptable neighbouring behaviour. The highest income groups probably have little interest in neighbouring.

To allow for varying patterns of neighbouring among different income groups and the need for a nearby sub-group of like people for primary contact, it is recommended that:

1. At the outset, sprinkling of very small groups or individuals of any particular age or income level should be avoided, as should an overconcentration of any particular group.
2. Sufficient physical design and management flexibility should be built into St. Lawrence to allow for the development of either homogeneous or heterogeneous sub-areas as the community matures.
3. Mobility and self-selection of housing units should be encouraged for all St. Lawrence residents. (See also physical design implications below.)

B. Income mix and the provision of social services

Part III of this report catalogues many of the needs of different income groups for social services. A few examples will suffice to show the differential nature of these needs.

1. Daycare - Single working parents will probably require full-day child care for the youngest children and may also need after-school facilities for older children. People in higher-income groups could be satisfied with half-day nursery care or drop-in facilities which provide the freedom to pursue special interests.
2. Health Care - Lower-income people may take advantage of a local community clinic especially if social services are combined with health services in some way. Wealthier people often have easier access to private physicians and may be less likely to use the community facility.
3. Education - If American experiences are any indication, schools can become either the most cohesive or the most divisive factor in the community. The provision of a range of programs is likely to be the most successful solution to possible conflicts. Careful attention must be paid to the phasing of various programs and the relationships with existing schools which might become part of a phased program.

Hence, the design of the social services and participation strategies includes consideration of income and age mix as well as many other population factors. The recommendations in this report are based on an anticipated income mix of 60% of family households and 60% of non-family households below the median income for the City of Toronto (at the time of implementation), and 40% of both family and non-family households above the median income.*

There is sufficient flexibility in the recommendations to allow for the increased percentage of below median households and the elimination of fourth quartile households as recommended above. However, a change in the income mix which would substantially reduce the number of below median income families (e.g. 40% below median, 60% above) would necessitate reconsideration and reformulation of many of the recommendations in this report.

* See Appendix 5 for a detailed discussion of income mix.

3. What are the implications of social/income mix for physical design?

Most examples of mixed-income housing or public housing placed in middle-income communities have been characterized by easily identifiable physical differences and barriers between housing clusters for different income groups. (See Boeschstein, Pellow, Goldblatt*.) A list of some of these includes:

1. The use of design techniques to label housing groups by varying materials, style, lighting, landscaping, etc. Typically, the public housing groupings are the most functional and least interesting architecturally.
2. The use of physical barriers such as walls, roads, and buildings to separate housing clusters. The development of social and psychological impediments to interaction often strengthens the physical barriers.
3. Differential access to community and commercial facilities. The market housing cluster usually contains the project commercial space and has the best recreational facilities. Mixed use of these facilities may be severely limited by group territorial claims or even by more formal rules.

Although some of these clashes occur because of the insensitivity of designers to the needs of different income groups, it is funding programs which most severely limit the possibility of building equivalent environments. Public and third sector efforts (i.e. non-profits and cooperatives), hampered by inadequate capital financing and rent subsidies, are often reduced to using marginal sites and minimum design and space standards. The resultant situation can be particularly trying for low-income families which may be less mobile and more "home-oriented" but enjoy less physical space than their higher-income neighbours.

The crucial issue is whether physical differences result in community tension. The evidence, from the studies mentioned above, clearly suggests that physical symbols of differentiation must be considered as barriers to community cohesion, both between sub-areas in the community, and between the community and its surroundings. This is not to argue for "sameness" of physical design, nor to suggest that lack of cohesion is, in itself, a bad thing - there are bound to be contentious community issues. However,

* Goldblatt, S., "Integration or Isolation", Habitat, Vol. 9.12, 1966, pp. 14-24.

lack of cohesion, coupled with unequal access to facilities, and with unequal physical amenities, are likely to promote adverse community tensions. For example, in two of the studies examined, open conflicts arose over the use of swimming pools located in the market housing clusters.

There is some positive evidence (MHFA, 1974)* that, if the range of incomes is not too great (\$4,000 to \$12,000 in the MHFA case), and if all housing is of "quality" designs and construction, then income becomes a lesser factor in resident satisfaction. This approach has also been adopted in Minneapolis where the Cedar-Riverside "new town in-town" is being privately developed with no physical differentiation between subsidized and market rental units. (This includes the provision of the same space standards regardless of income groups.)

In such situations, management and maintenance become the important criteria for housing satisfaction. No similar positive evidence has yet been developed for community facilities.

When considered with numerous other experiences in co-operative housing, these examples suggest that resident involvement and control of the planning, design, and management of housing units are likely to result in even greater satisfaction. Further, tensions may be reduced which would arise if physical barriers and differentiations were not eliminated. (This is not to endorse the unequal provision of housing but rather to encourage resident control of equivalent accommodations.)

In summary, physical design can either support the self- and community development functions of St. Lawrence or add to the possible negative effects of social/income mix through insensitive design of physical differences and barriers between relatively homogeneous social/income groupings. The following recommendations should be considered for St. Lawrence:

1. All income groups should be equally considered in the design process and the opportunities for their participation in the design, construction, and management processes should be maximized.
2. All housing should be of equal "quality" of design, space standards, site amenities, etc.; subject to the participation of future residents. This is crucial to avoiding a "public project" atmosphere in any sub-area of St. Lawrence and should be seen as advocating equal quality, not sameness. (The innovative approach adopted both by the Massachusetts Housing Finance

* Massachusetts Housing Finance Agency (MHFA), All in Together: A Report on Income Mixing in Multi-Family Housing, Boston, 1974.

Agency, MHFA, and Cedar-Riverside Associates, private developers of a mixed-income "new town in-town" in Minneapolis, may be instructive in dealing with CMHC and private developers.)

3. All residents of St. Lawrence should be guaranteed access to equal community facilities - social, commercial, and recreational. To accomplish this; subject to the participation of future residents, all housing sponsors should be discouraged or prohibited from providing exclusive-use facilities within their projects which are not provided in all other projects of a similar type. (e.g. A swimming pool should be prohibited in a privately-developed family housing project unless swimming pools can be provided in all other family housing projects.) Instead, housing sponsors should be encouraged to participate in the development of shared community facilities.
4. The design and location of community facilities should maximize opportunities for interaction between sub-communities, and minimize the effects of barriers between sub-areas.

SUMMARY

This section only begins to outline the way in which St. Lawrence can operate as a socially functioning community. By concentrating on social mix as the crucial variable in the success of this community, other factors such as family status and age mixes have not been considered in detail. These are included in the detailed studies of the social service areas.

Accepting the recommendations outlined in this section, St. Lawrence might be envisioned as a heterogeneous community with residents from among the first three income quartiles. Residents could choose to live in relatively homogeneous sub-areas while enjoying housing and physical amenities of varied but equal quality. All residents would have equal access to community facilities and services designed in accordance with their needs. Opportunities for participation in the planning, design, and management of all aspects and phases of St. Lawrence would be maximized.

1.2 GENERAL CHARACTERISTICS OF A PARTICIPATORY SYSTEM

In the services studies which follow particular definitions and forms of self-management will be explored. The brief statement which follows refers to a number of aspects necessary to a system of self-management-community control. No extensive debate about alternative models is presented here - that is, no attempt is made to engage in a written review of and consideration of the substantial literature and experience in this area. Rather it is an attempt to portray the consultants' beginning interpretations of what City Council, the Working Committee and its Social Services Sub-Committee indicated as characteristics of a structure for community control and self-management. (These should not be interpreted in any way as concrete decisions by any of these bodies but rather as indicated preferences.) The study of individual services in Part II and the proposals in Part III will examine the question in concrete and experimental terms.

Localization of Social Services

A review of the literature on delivery of social services reveals general acceptance of the principle that, whenever possible, social services should be delivered with a minimum of separation between the population served and the responsible agencies. Some of the usual arguments for advocating localized delivery are:

- 1) Remoteness between the service agency and citizens is a physical barrier which reduces communication and impedes the effective delivery of services. Localized delivery systems can reduce this physical barrier.
- 2) Remote agencies generally serve large areas and therefore require large bureaucracies. The physical, psychological, and social barriers which often exist between citizens and agency bureaucracies can be lessened by localized delivery of services.
- 3) Localized service delivery can counteract the tendency for citizens to develop false and confused perceptions of the multitude of service agencies and workers with which they interact.
- 4) Localized service delivery can offer programs of greater flexibility for particular individuals in the local community. e.g. People in marginal situations can be enabled to remain functional within their communities, rather than be removed for institutionalized services outside the community.

- 5) Localized social service delivery is visible within the community and therefore tends to open access channels and increase utilization by the local people.
- 6) To be effective, a social service system must respond to the changing needs and demands of a community. The more localized the social service system is, the more sensitive and responsive it can be to the needs of the community it serves.

In its resolution establishing the Neighbourhood Services Work Group, the City of Toronto has affirmed that "...the planning and implementation of a network of appropriate and adequately delivered neighbourhood services should be a critical element of the City's overall neighbourhood strategy". (Urban Renewal, Housing, Fire and Legislation Report No. 17; October 1974: P.31.)

To meet this objective, the Neighbourhood Services Work Group has been constituted, with a mandate to develop a Neighbourhood Services Policy for the City, based on a policy of neighbourhood delivery of services.

Clearly localization has important advantages for improved technical quality and self-management potential.

Integration of Services at the Local Level

Presently, social services are being provided by a multitude of agencies from four levels of government, various special purpose boards, private agencies, and community groups. Because of the remoteness of delivery of some of the agencies and the lack of co-ordination or integration among the various agencies, the social service system at the local level is presently characterized by fragmentation, duplication, and confusion.

As the above City of Toronto report has stated (P.33):

Service providers tend to enter neighbourhoods with their own package of resources, on a fairly undifferentiated basis, without significant reference to overall local needs, neighbourhoods' objectives, or to the complement of already existing services in the area.

A common result of this is that "...people with problems seeking integrated assistance and support are bounced back and forth among fragmented services".

When co-ordination or integration of services does occur, it is at levels too far removed from the citizens' situation to offset these negative effects. Lack of integration of services at the local level decreases the effectiveness of service delivery, and creates confusion and frustration.

Thus, localization of services alone will not solve problems created by fragmentation - integration of services at the local level is also important. In setting out the development strategy for St. Lawrence, the City of Toronto has affirmed the need for local integration of services.

It is our position that these services must be provided on an integrated basis, not only to avoid duplication and waste, but in order to overcome the prevailing assumption that there are clear lines of demarcation between, e.g. the impact of health, education and day care services on peoples' lives. (St. Lawrence Status Report and Development Strategy p.101.)

Citizen Participation

Council has affirmed the need to plan a participatory process which will provide for "...a transfer of planning and management responsibility (in the Social Services) to the eventual St. Lawrence Community" (Consultants' terms of reference).

It seems clear that Council wishes to develop a strong system of community control. This involves development of decision-making power as a community-citizen function. One method of achieving this could be to ensure that citizens are a majority on local service boards. Agency officials would continue to be members of the boards - but in a minority position.

Another method of achieving community control is to have the local service boards constituted solely of citizens. Agency officials would act in an advisory capacity to the boards. The citizen boards could delegate specific powers to agency officials. In an important sense this is a form of neighbourhood government.

These community control models situate majority decision-making power over local services with the local residents. That is, they permit citizens to develop and use power to control the planning and management of local social services.

Integration or Segmentation in the Participatory Organization

There are two general approaches to participatory organization - an integrated group (such as a community council) which controls all social services; or a number of segmented groups constituted according to the broad categories of social services and/or interests. These represent extreme types - obviously, having a central structure does not preclude having a variety of groups associated with specific services (or vice versa). There are numerous possibilities that lie between complete segmentation and complete integration - a federated model with a division of powers; a segmented model with an overall co-ordinating committee; etc.

(A) The Integrated Model

There are a number of forms which an integrated participatory model can take. The most common is a community, or local area council which is composed of citizens (or perhaps, some professionals) whose responsibilities encompass the broad range of social services.

The advantages of this model in St. Lawrence are:

1. Since a community centre will be proposed, and since it will be proposed that community space and facilities be multi-use and shared, there will need to be some level of co-ordination among services. An integrated participatory structure would ensure co-ordination of facilities.
2. An integrated organization could be highly visible within the community, and be readily identifiable to groups outside the community.
3. An integrated organization might facilitate the achievement of an overall social strategy. e.g., It might facilitate the process of co-ordinating and integrating the social services. Multi-problem and multi-agency families might be better served through an integrated organization.

Disadvantages:

- i) Participation could be reduced because:
 - a) the size of the council would have to be limited in order to ensure a manageable organization.
 - b) people who tend to be motivated to participate by interest in specific issues might be less inclined to become involved in an integrated organization with general and diffused responsibilities.
- ii) Although a localized, locally integrated decentralized social service system is the most desirable, there is a likelihood that it could not be universally achieved at the outset. Therefore, the levels of decentralization and degrees of self-management could vary among social service areas. An integrated organization might be less flexible in dealing with this situation.
- iii) An integrated organization with limited membership might become dominated by groups with special interests, or representing particular socio-economic classes.
- iv) An integrated organization, while easily identifiable and highly visible, could become "institutionalized" and develop a remoteness from the community.
- v) Any model of community control must deal with problems of channels of access, criteria for selection of membership, and accountability for actions. Solving the first two of these problems could be more difficult with an integrated organization. e.g. The membership could be delegated from various services and interests, or (at the other extreme) could be selected "at large" from the community.

(B) The Segmented Model

A segmented participatory model would locate power mainly in a number of different groups. These could be groups responsible for the general service areas (e.g. health, education, recreation, day care, etc.) and/or groups responsible for special interests (e.g. services for the elderly, youth services, services for single-parent families, etc.).

The advantages of this model in St. Lawrence are:

1. Broader participation could be facilitated because:
 - a) there would be an opportunity for a greater number of people to be involved as decision-making would be diffused in a number of groups.
 - b) since participatory groups would be involved with specific service areas and/or interests, people activated by a special concern might be more likely to participate.
2. If there is no generalized realization of the goals of integration of services, community control, and decentralization, the segmented model of participation could deal with this situation more flexibly.
3. The problems posed by selection of membership and channels of access to the participatory organization might be lessened in the segmented model because:
 - a) membership can be much broader.
 - b) it would not be as likely to develop a remoteness from the community.
4. In any segmented model, there would probably be some degree of co-ordination. However, this model allows citizens to move to greater levels of co-ordination, and even to integration, if they wish it. The process of sharing a delegating power to co-ordinating or integrating groups would be voluntary, and would progress over time in response to changing needs. It is much easier to give up power than to attempt to acquire it.

Disadvantages

- i) a segmented participatory model may be detrimental to the realization of an overall social strategy because:

it might reinforce any existing fragmentation among the social services, which could lead to loss of perception of the overall community social strategy.
- ii) there would be problems of establishing criteria for accountability of the participatory organizations.

On balance a form of the segmented model of participation would be preferable because:

- a) it offers the possibility for greater and more varied participation;
- b) it would be more flexible in dealing with probable lack of uniformity in the social services system;
- c) it would be less likely to become dominated by special interest groups, or to become "remote" from the community;
- d) problems of establishing criteria for selection of membership and channels of access would be greatly lessened.

However, given this it will be necessary to simultaneously consider co-ordinating because:

- a) there are functional overlaps among social services that require co-ordination;
- b) the community space will be multi-use and shared;
- c) there is a need to facilitate the development of overall community objectives.

Beyond the development and implementation of the principle of community control and self-management it is necessary to consider the democratic quality of the community process itself. For example, this needs to take into account the role of the social service worker in decision-making and implementation; mechanisms for resolving conflict between worker and community. It also needs to take into account the internal democracy of community committees and councils. Limited purpose would be served by merely creating forms of elitism on the scale of neighbourhood and community. These are issues which will have to be worked out by the community in the detailed development and management of the social services.

Finally it is assumed (strongly) that a problem as complex and difficult as development of community self-management and a process leading to it must involve specialized skills and resources and cannot rely on simple spontaneity alone.

Throughout the report references will be made to a community development co-ordinating function which should be recognized from the outset as a mandatory cornerstone to the building of what Council has postulated as a new political relationship at the level of community and neighbourhood.

Thus the consultants' planning framework in the case of the St. Lawrence project includes the necessity for processes and structures of localization, integration, community control (developed initially in relation to separate service activities) and the provision of strongly supported, explicit community development co-ordinating mechanisms. The study proceeds on the basis of these assumptions as guides which have been incorporated with some flexibility.

PART TWO:

HOUSING AND SOCIAL SERVICES STUDIES

2.1 INTRODUCTION TO SPECIFIC SOCIAL SERVICES

The individual service areas of Child Care, Education, Health, Housing, Recreation, Seniors and Social Welfare were approached with certain questions in mind which formed the basis of any investigation concerning service need or delivery. In all cases a review of the relevant literature was undertaken which complimented interviews with knowledgeable individuals in evaluating any information, the service user's perspective was balanced with the professional and bureaucratic viewpoint. For greater elaboration of this procedure refer to the section on participation.

The following is a brief explanation as to why these categories were chosen as major areas of concern.

1) Needs and Services

In examining any of the individual services, attempts were made to identify user needs and establish criteria for meeting them given the existing delivery system. Wherever possible users of the individual services were contacted to:

- a) determine user perceptions on quality of existing services;
- b) determine if there were any gaps in the delivery of present services.

By identifying needs, it was possible to recommend alternatives which would provide for greater co-ordination in service delivery within St. Lawrence.

The service description reveals what the existing situation is within the specific service areas as they would currently apply to St. Lawrence. This was also a method of determining what changes might be necessary either in the legislation or program aspects, to meet the user needs of future residents of St. Lawrence.

2) Integration

The individual programs and services described are subject to different professional bodies, have separate public bodies responsible for service, and are governed by specific legislation. The current segmentation of service is a reflection of the historical development of the individual

services which has resulted in service delivery being the responsibility of four levels of government and innumerable private and voluntary organizations. This tends to strengthen the perspective of agency bureaucrats and professionals which sees services as having clearly demarcated boundaries, serving specific constituencies. The failure to interrelate service delivery results either in failure to meet the needs of the potential constituents, or a duplication of service causing a waste of time, money and energy.

The consultants examined possible methods which would lead to greater integration in the provision of service, ultimately leading to better service delivery to users at the local level.

3) Participation

While examining the specific services, the consultants identified methods whereby community participation in delivery of individual services would be increased. One of the major concerns which governed the investigations was how users could become involved in the planning and administration of the specific social services. New vehicles were looked for to achieve involvement; new channels were explored by which participation could take the rights of users into consideration. The opportunities for participatory decision-making on the part of the users varies from service to service, as will become a parent in the following sections.

The recommendations contained in each service area aim at enhancing community participation which may eventually lead to self-management by this community.

4) Employment

Wherever possible, the consultants have recommended positions which would employ residents of the community. By involving residents in as many paid positions as possible the following aims would be achieved:

- a) employment would provide greater opportunity for residents to become involved in the design and management of specific services. In most cases, residents would also be users of the services and employment would provide a channel whereby users would have greater input into service delivery.

- b) employment would help develop a greater overall commitment on the part of residents to the ideas of self-management and community control.
- c) For some residents it would provide an opportunity to break the dependency cycle, encouraged by the welfare system; while still retaining the community supports which are necessary to such a transition. Employment for welfare recipients would encourage an attitude of self-worth and combat the sense of powerlessness and degradation the individual receives from the welfare system.

The possibilities of employing residents within the specific social services are limited only by imagination. Strong consideration should be given to resident employment wherever possible.

5. Site Planning/Physical Design

Although site planning and physical design cannot by themselves predetermine the growth of St. Lawrence as a functioning community, there are factors which can either assist or greatly hinder this process. In discussing particular services with individuals, groups, and service providers, emphasis has been placed on seeking out those elements which can contribute to overall participating and community development strategies.

In addition, some of the statutory requirements related to specific service areas have been noted. This listing is deliberately less comprehensive in that many of these regulations will be better dealt with in the detailed planning and development phases by the future community and its consultants.

6. Funding

The final area examined with respect to all the social services was funding, both current levels and future possibilities. Within all of the social services, attempts have been made to discover all possible sources of funding which could cover the costs of implementing the various recommendations.

2.2

HOUSING IN ST. LAWRENCE

As already noted, this social services study is itself indication of Council's interests in the necessity of integrating social services planning with housing development. The consultants of course share this concern and have also examined the reciprocal relationship; that is, the effects housing development could have on social services planning and the growth of St. Lawrence as a community.

This examination was not specifically included in the original terms of reference for the social services study. In the course of discussing participation in St. Lawrence with the Working Committee and the staff, it became evident however that housing issues would have to be addressed in some detail in order to formulate an "overall social strategy". This task was subsequently included in the extended terms of reference and the following two parts of this section are the results of our consideration of housing issues.

The recommendations and conclusions in these studies would seem to vindicate the concerns of the Working Committee and of the staff. These have important implications for the development of St. Lawrence as a viable, living community and for the eventual transfer of planning and management responsibility to the community.

2.2 (A) HOUSING TENURE IN ST. LAWRENCE

The purpose of this section is to examine the possible forms of housing tenure in St. Lawrence with particular regard to social issues in the future community. Consideration of questions of housing tenure begins both to develop the sketch of what the social character of St. Lawrence might eventually be like, and to define the possible mix of housing tenure types which might be developed.

Forms of Housing Tenure:

Different forms of housing tenure can be defined by considering two key elements:

- (1) Ownership of land and/or buildings; and
- (2) The distinction between housing activity for profit and that which is not for profit.

On this basis, three major forms of tenure can be identified:

- (1) Public Housing.
- (2) Private Housing.
- (3) Third Sector Housing.

The following definitions will be used when referring to the various forms of housing tenure possible in St. Lawrence.

1. Public Housing: Both land and buildings are owned by the state through its various agencies. Land and buildings can be owned by different agencies. By definition, no profits will accrue to these agencies in the operation of public housing units. Possible sponsors for such housing include:
 - i. City of Toronto Non-Profit Housing Corporation.
 - ii. Metro Toronto Housing Corporation Ltd.
 - iii. Ontario Housing Corporation.

2. Private Housing: Buildings and/or land are owned by private individuals or corporations (land could be leased). In addition to meeting housing and social needs, the owners are able to profit through capital gains, return on investment, and other mechanisms. The following tenure forms are possible under this general heading:
 - i. Homeownership: A single owner-occupied house on a separate piece of land. It is unlikely that any St. Lawrence housing will be of this form because of its low density and expensive servicing requirements.
 - ii. Condominium: Individual unit ownership with joint ownership of common facilities.
 - iii. Rental Housing: Units in private ownership for rental purposes.
 - iv. Limited Dividend: Rental housing in which return on investment is limited, usually by an agreement between the owner and a government agency. Typically, profits are limited for 15 years only.
3. Third Sector Housing: Buildings and/or land are owned by non-profit organizations. This activity is not for the purpose of financial gain for the members through investment in housing. Rather, it is usually undertaken to meet social and housing needs which are not dealt with or are inadequately satisfied by the public or private sectors. Two forms of third sector housing will be considered.
 - i. Cooperative Housing - Some form of multiple housing jointly owned by the members of a non-profit cooperative organization.
 - ii. Non-Profit Housing - Housing sponsored by a non-profit group for the benefit of the residents. The YMCA, religious groups, and service clubs often sponsor this type of housing.

The above list of housing tenure forms is not necessarily complete. In particular, it does not account for possible mixed private/public or third sector/public developments. However, it should be a sufficient basis for exploring the implications of housing tenure in St. Lawrence.

Housing Tenure Questions:

1. What is the impact of the general housing market situation on the selection of housing tenure mix in St. Lawrence?

St. Lawrence could represent the largest single increment of publicly-initiated housing to be introduced into the Toronto housing market in the near future. As such, it will have a direct effect on the housing situation of many low and moderate income people. It will also set important precedents for public action in the housing market. Although primarily concerned with the social effects of tenure within St. Lawrence, it is important to also consider the effects of various forms of tenure on the larger community through the functioning of the housing market (i.e. a broader social issue).

The housing situation in Metro Toronto (and indeed in most of Canada) is presently characterized by a serious slowdown of new housing starts, increasing prices for existing homes, rising apartment rents, and decreasing vacancy rates. This trend has been worsened by an apparent lack of serviced land, increasing construction costs, and a shortage of mortgage funds coupled with relatively high mortgage rates.

This constant rise in housing costs, exaggerated by both inflation and speculation, has made it increasingly more difficult for low and moderate income households to compete effectively in the housing market. These people sacrifice mobility, housing choice, housing conditions, and larger and larger proportions of their incomes to secure good housing.

The City of Toronto has already taken the first step to controlling this situation in St. Lawrence by embarking on a program of land-banking. This will give the City effective control over land costs as long as the City retains possession of the land. Public land, if released again to the private sector, will be subject to the same development pressure as similar downtown land. This will be particularly true for St. Lawrence which, as it matures, will become a more attractive community for investment.

The different forms of tenure can either contribute to or alleviate increasing housing costs. Private ownership of land and buildings allows the owner to participate in the private enterprise system. By taking advantage of

inflation and opportunities to speculate, the private owner (whether corporate or individual) contributes to another round of housing inflation. This is particularly true in a situation where demand for good housing is outgrowing the supply.

The question also arises as to whether private profits should be realized on the basis of public involvement. To some extent, this always occurs as the private sector takes advantage of the extensive network of physical and social services which are developed and maintained by public agencies. However, it is doubtful that St. Lawrence would have even been possible without unusually extensive public involvement in planning and land acquisition. This heavy public commitment, coupled with the wider social objective of controlling future housing costs argues strongly for excluding all forms of private ownership on public land in St. Lawrence. (It may be difficult to use development controls and leasing arrangements to achieve the same social objectives without discouraging private investment completely.)

By definition, public and non-profit third sector housing do not allow the residents or owners (in the third sector) to profit from capital gains or return on investment in their own housing. Thus, these forms of tenure do not operate so as to encourage the inflation of housing costs.

It might be argued that third sector and public housing residents also benefit at public expense. This is true, in that public support may reduce or at least stabilize housing costs for these people and third sector housing also utilizes the network of services the public sector maintains. But, the benefits do not accrue to individual owners and do not include the right to profit at public expense. These benefits will also be continually available to low/moderate income people because housing costs are controlled.

It has also been argued that substantial economic trade-offs might be gained by using private development on the public land in St. Lawrence to subsidize public or third sector development. This would probably only be true if a very substantial proportion of private development were allowed and at rentals or sale prices (in the case of condominiums) greatly in excess of actual costs. Private development of this type would have to be for fourth quartile income earners and would contradict earlier recommendations as to social and income mix. In addition,

the gap between income groups would widen over time as private housing costs inflated while the costs for other types of housing were stabilized or dropping relative to the market. Finally, it is precisely because housing costs can be stabilized on public land that the possible short-term benefit of lowered housing costs in the first few years should not be traded off against the long-term benefit of using all the public land in St. Lawrence for non-inflationary forms of housing tenure.

In considering the broad social issue of controlling housing costs, particularly for low and moderate income people, it is recommended that:

- (i) Land in St. Lawrence, once acquired by the City be held in the public sector. All development, on this land, regardless of tenure type, would then be on leased land (with the exception of City housing in which case the land and building owner coincide).
 - (2) Priority should be given to those forms of tenure which do not contribute to rising housing costs, and do not allow individuals the right to profit on expense. That is, private development should not be allowed on the publicly-owned land in St. Lawrence and public and third sector housing should be encouraged.
2. How do considerations of homeownership affect the selection of housing tenure mix in St. Lawrence.

To own a separate and detached home undoubtedly remains a high ideal for many people. Increasingly in Toronto, because of the high cost of housing, this ideal is becoming an impossible dream for most families earning less than \$20,000 annually (i.e. not in the fourth income quartile). The question of whether to subsidize the high cost of ownership for low and moderate income families or whether to encourage different forms of tenure depends on other factors such as:

- a. Security of tenure/security of housing costs - Security of tenure implies the right to remain in one's home until one chooses to leave. Although ownership would seem to guarantee this right; in fact, the low or moderate income owner is subject to economic and environmental pressures which may force him or her to

sell. Frequently, over-commitment to housing expenses does not leave enough flexibility in family budgets to cope with emergencies unless further indebtedness is incurred. This type of owner is also most likely to be located in neighbourhoods subject to development pressures (as St. Lawrence could be as it matures).

Security of housing costs is also not guaranteed by ownership. Mortgage terms usually have to be re-negotiated every five years and payments will increase as rates increase. Unexpected maintenance expenses often arise because most home buyers are not adequately informed about what to look for when buying a house. Condominium owners can additionally be subject to the expense of contributing to unwanted improvements in common facilities. Owners are of course also subject to rising taxes and operating costs.

Public and third sector housing can provide both security of tenure and security of housing costs. Rents are usually geared to income and housing is built with a long-term mortgage with fixed interest rates. Unexpected maintenance costs are less likely to occur because professional assistance is often engaged in the design, construction and management phases. Furthermore, an emergency fund may be established to assist individual residents with short-term financial difficulties. Both are still subject to rising taxes and operating costs, although these may be subsidized for residents whose incomes do not similarly increase.

Rental units, in the absence of strong controls, provide neither security of tenure nor security of housing costs which are subject to market forces.

b. Economic Arguments -

Our consideration of the housing market has already led to the recommendation that in order to control housing cost inflation, speculation should not be allowed when based on extensive public commitment.

Housing is considered to be a poor investment for low and moderate income families. Generally, the following reasons are noted:

- (1) The quality of investment opportunities in housing is limited to homes in the least favourable neighbourhoods because of the buyer's weak cash position and limited experience in real estate coupled with the need to find a house suitable for occupancy.
- (2) This is exaggerated by the lack of available real estate information and the "buyer - beware" nature of housing transactions.
- (3) Housing is a "high risk" investment because it necessitates spending a large amount out of a relatively small income. Investment involving less commitment would be safer.
- (4) Real estate is an inflexible investment which can be difficult and expensive to liquidate in time of economic difficulties.

An owner can through personal labour increase the value of the housing investment. However, it may be more profitable to work overtime (if possible) and pay a maintenance person who is more efficient and enjoys some economies of scale.* Also, as long as housing is considered as an investment, increasing the value of that investment, increases the cost for the next owner and so is inflationary (witness examples of "whitepainting" in Toronto).

The issue of "forced savings" in the form of equity (repayment of the principle part of the mortgage) must be considered when investment coincides with owner occupancy. Having removed the possibility of speculation, these savings are limited to the equity and are enhanced by tax shelters created for homeowners and whatever additional savings (through lower housing costs) the owner may enjoy. These savings are however often at the cost of lost leisure time or more lucrative work opportunities.

A person living in third sector housing may be at least as well off with a fixed mortgage and the opportunity to invest what the owner has used as a down-payment and additional savings from low housing costs. The tax advantages of homeownership are not an argument for a policy encouraging homeownership. Rather, these advantages are already the result of such a policy (which is becoming irrelevant to most people).

* Adapted from P. Marcuse, "Homeownership for Low Income Families: Financial Implications."

The "renter" cannot take advantage of any possibilities for investment, speculation, or "forced savings" unless wealthy enough to have savings after paying rapidly inflating rentals.

c. Control of maintenance -

Ownership gives the opportunity for direct control of the quality and frequency of maintenance. The owner-occupier may also enjoy the benefits of preventing major repairs and a pleasant environment by good upkeep. There are some limits to this freedom however:

- (1) Self-management can become a burden for people who are physically or financially limited e.g. senior citizens.
- (2) An owner is forced to maintain a unit to ensure its resale value or else lose a portion of the "forced savings".
- (3) Maintenance and decoration are limited by zoning, building codes, and social acceptability.

Tenants in rental units (both private and public) are often prey to poor or non-existent maintenance with little recourse except to move.

Non-profit and cooperative housing can provide the opportunity for residents to manage and maintain their own housing. Certain economies of scale and lower costs can result from collective maintenance schemes where the burdens of maintenance can be shared. These economies can also be shared in condominiums. There is usually some social pressure in third sector housing to participate in management and maintenance and some limits on the type of decoration and maintenance allowed.

d. Mobility and Transaction Costs-

Ownership whether of the individual or condominium type limits the job mobility of the owner. This is particularly important for low and moderate income wage earners who may be forced either to relocate or travel long distances when changing jobs. Public, third sector, and rental housing provide much greater mobility. Of course, although it may be easy to leave low-rental accommodation, low-income people are

severely limited in mobility by the lack of available and suitable alternatives. This is however an argument for increased public investment in low-income housing, both public and third sector, rather than an argument against it.

The transaction costs of selling, should it be necessary, may be costly to the owner-occupier if housing costs are dropping or if occupancy has been very short and insufficient time has been allowed to fully amortize the original costs of legal and real estate fees. Public, third sector, and rental housing do not have the same potentially burdensome transaction costs. A small share of the original transaction costs are however passed on to the residents.

Homeownership is rapidly becoming a financial impossibility for the low and moderate income families who will make up the St. Lawrence population. The benefits of ownership for this group is also questionable:

- (a) Ownership does not guarantee either security of tenure or security of housing costs;
- (b) Ownership can be a poor investment, despite the "forced savings" in the form of equity;
- (c) Direct control of maintenance may also bring unwanted burdens; and
- (d) Job mobility is limited, and high transaction costs are involved when moving.

Despite this, many of the residents of St. Lawrence may aspire to private ownership. Therefore, it is recommended that:

Consideration be given to mechanisms by which the choice of occupant ownership rests with the future residents of St. Lawrence. This would involve the "write-down" of land costs and much heavier subsidization than is presently available. Ownership, to not conflict with the above recommendations would be on rented public land or on land now held privately. The right to speculate would be severely limited and the emphasis would be on people who want to live in St. Lawrence not to speculate on housing stock. Density considerations suggest that only condominium forms of tenure could be considered.

Restrictions in available housing programs suggest that it will be difficult, if not impossible, to implement the above recommendation. Hence, in addition to encouraging public and third sector housing on the public land in St. Lawrence, it is further recommended on the basis of ownership issues that:

- (1) The strongest emphasis should be placed on third sector housing, particularly cooperatives, which allow the residents, who are joint owners, to enjoy the following real benefits:
 - (a) security of tenure and of housing costs;
 - (b) savings in the form of lower housing costs particularly as costs inflate in other forms of housing;
 - (c) direct control of maintenance while sharing the burden; and
 - (d) high job mobility with low transaction costs. (This will become more apparent as the third sector expands and low-income families enjoy more housing alternatives.)
- (2) Public housing should be developed so as to encourage resident control of maintenance and management and allow for resident determination of security of rental and of tenure. (Mechanisms for resident involvement in housing management are considered in the next section.) A mix of incomes, up to the third quartile and existing subsidy programs can be used to provide additional mechanisms to provide security of tenure as incomes rise and fall (particularly in City of Toronto non-profit housing).

3. Which forms of housing tenure will encourage the process of "community development" in St. Lawrence?

The definition and study of community development in St. Lawrence is a complex issue which permeates all aspects of the social services study. However, it is possible to extract at least two key components of the community development process:

- (1) the growth of "community" - this involves the development of social interactions and relations, friendship patterns, neighbouring, etc.

- (2) the growth of community control and the transfer of responsibility for planning and management of community development and activities of St. Lawrence as it matures.

The development of social relations and group interaction is affected by housing tenure in addition to many other factors including those noted above under social character and income mix. Rental and public housing may be least conducive to interaction because residents deal with housing issues mostly through a third party - the landlord or housing authority. Condominium ownership and non-profit housing both involve some elements of joint decision-making and common interests and so encourage increased interaction. Cooperative housing might additionally attract people who desire interaction and community involvement.

Participation in the planning, design, and management of housing in St. Lawrence could be an important point of departure in the development of community control and the transfer of responsibility for a wide range of social services to the community. Third sector housing most readily encourages this involvement and allows for a great deal of individual initiative and choice in housing development. In addition, cooperative housing ventures often lead to the development of other cooperative services such as: day care, credit unions and consumer co-op's.

Homeownership, while it may encourage pride in one's neighbourhood, may also be more individually oriented and less conducive to the growth of community strategies and activities (beyond the desire for self-protection).

To assist the development of "community" and the transfer of responsibility for the planning and management of St. Lawrence to the residents, it is recommended that:

Future residents should be involved in the planning and development of all forms of housing in St. Lawrence. Third sector groups which can produce housing in this way should be encouraged as the initial step in the development of Phase A of St. Lawrence.

4. Which forms of tenure can best serve the need for "specialized" housing?

There is at present a commitment to meet the needs of families and senior citizens in St. Lawrence both in terms of housing and social services. This still leaves over half the projected number of units to satisfy other groups of users.

The large input of public funds suggests that the possibility exists in St. Lawrence to innovate in satisfying the needs of groups who are all too often left out of planning for housing, such as:

- single low-income people who are not senior citizens;
- physically and mentally handicapped people;
- people in need of "half-way" houses.

Traditionally, these needs have been satisfied either in public housing (particularly the elderly) or more often in non-profit housing. The non-profit efforts are often characterized by high volunteer involvement and close relations with service agencies. Efforts to satisfy specialized housing needs in the private sector have not been too successful and often quite expensive. The need for a high degree of user input in the planning and management of "specialized" housing also argues forcibly for third sector involvement.

Specialized housing depends also upon a strong degree of local community support both for its implementation and ongoing support and so should probably not be established in St. Lawrence until the community has had some opportunity to develop. Therefore, it is recommended that:

Specialized housing (e.g. roomers, half-way homes, group homes) should not be developed in St. Lawrence until the future residents have been able to consider assisting its establishment in the neighbourhood. Public and third sector involvement in this type of housing could then be encouraged.

5. How do different forms of housing tenure affect considerations of social character and income mix in St. Lawrence?

Among other things, it has already recommended that:

- "sufficient physical design and management flexibility should be built into St. Lawrence to allow for the development of either homogeneous or heterogeneous sub-areas as the community matures.
- "mobility and self-selection of housing units should be encouraged for all St. Lawrence residents.
- "all income groups should be equally considered in the design process and the opportunities for their participation in the design construction, and management processes should be maximized.
- "all housing should be of equal 'quality'... This is crucial to avoiding a 'public project' atmosphere in any sub-area of St. Lawrence..."

Management flexibility can be encouraged by the participation of all income groups in planning, design, and management processes. As already noted, third sector housing, particular cooperatives, can provide the most opportunities for resident control of these processes. Public housing can also hopefully be developed so as to encourage resident involvement in these activities. Cooperative housing may have the additional advantage of encouraging a mix of income groups as people will congregate around the common value of sharing housing responsibilities.

Mobility and self-selection within St. Lawrence can be encouraged by providing a flexible mix of tenure types. In several American experiences, rigid application of Federal financing regulations results in only two or three tenure types in a given community, thus forcing people to move when they do not qualify for or cannot afford a particular type of unit. City of Toronto housing, together with cooperatives which serve wide income ranges could be the most useful device for ensuring internal mobility. Without the requirement for down-payments, transfers between cooperatives would be very simple.

It could be difficult to assure equal housing "quality" as long as there is privately developed land in St. Lawrence. Provision of high quality public housing will help ensure that a "public project" atmosphere is avoided. Third sector housing groups usually emphasize good design and high quality construction to ensure user satisfaction and long-term durability. It may still be possible however to build very expensive private housing inconsistent with public and third sector developments.

In consideration of the issues surrounding social and income mix in St. Lawrence, it is recommended that:

- (1) Cooperative and public housing which can serve the recommended range of income groups and allow for transferability between projects should be encouraged in St. Lawrence.
- (2) The mix of tenure types should be sufficient so as to ensure mobility and self-selection of housing units within St. Lawrence.
- (3) To avoid private development on private land inconsistent with the development on public land in St. Lawrence:
 - (a) consideration should be given to acquiring all land within the St. Lawrence limits.
 - (b) alternatively, consideration should be given to development agreements and leasing arrangements which ensure that private development will be consistent with development on the public land in St. Lawrence, that it follows the recommendations on social and income mix, and that it also contributes to the process of community development. The following forms of private development on privately held land might meet these qualifications:
 - i. Condominium development which by its nature requires some cooperation between tenants, but will be difficult to construct within the recommended income limits; and
 - ii. Limited dividend controlled rental housing which could meet the recommended income limits. To further encourage the process of community development, consideration should be given to smaller apartment buildings or groups of units, encouraging owner-occupants within each housing cluster. These smaller clusters will allow for greater contact between owners and tenants and the possibility of increased resident interaction as compared to large, absentee-owned buildings.

SUMMARY:

This section extends the "sketch" of St. Lawrence as a socially functioning community by concentrating on the social aspects of housing tenure possibilities.

Accepting the recommendations outlined, the following housing tenure types should be encouraged in St. Lawrence:

1. Third Sector Non-profit Cooperative Housing - developed to serve a wide range of income groups.
2. Third Sector Non-profit Housing - primarily to serve specialized housing needs.
3. Public Housing - which is flexible enough to allow for a range of income groups beyond "assisted" housing, and encourages resident control of planning, development, and management.

The following tenure types might also be considered on private land, only if it cannot be acquired:

4. Limited Dividend Controlled Rental Housing - preferably in small housing clusters, each with an owner-occupier.
5. Condominium ownership which can still assist the community development process. (Limited speculation condominium homeownership might be considered on leased public land, if funding becomes available, as outlined above.)

Further consideration is given below to the issue of housing management and resident involvement, particularly in public housing, to tie in with the development of a broad social strategy for St. Lawrence.

2.2 (B) RESIDENT INVOLVEMENT IN THE PLANNING, DEVELOPMENT AND MANAGEMENT OF HOUSING IN ST. LAWRENCE

Mechanisms for implementing resident involvement in the housing process are discussed in this part of the housing section. The discussion concentrates on the roles residents can assume in housing initiated by the City of Toronto Housing Department through its Non-Profit Housing Corporation (or more simply, "City Housing"). This is because the City will initially be the major housing sponsor and as outlined below, the City is already interested in involving residents in the housing process in St. Lawrence.

Most of the discussion is however applicable to other housing sponsors - public, private and third sector. (The relationship between the proposed models of resident involvement and these sponsors is discussed in a separate sub-section below.)

The Housing Process

As for other services, resident involvement should not be a necessary pre-condition for providing housing which meets residents' needs and expectations. There is, however, ample evidence that resident involvement in all phases of the housing process improves that process and ultimately leads to increased resident satisfaction.

The housing process can be divided into three major phases - planning, development, and management. The following opportunities exist for resident involvement in each phase:

1. Planning for St. Lawrence is already well-advanced with the work being carried out by the City staff, consultants and members of the St. Lawrence Working Committee and its various sub-committees. Future residents of St. Lawrence have not yet become directly involved in the planning process. By the time these people have been contacted and are sufficiently well-informed and organized to participate in planning, the overall site planning will probably have been completed. Site planning will likely include schematic design alternatives for housing on the site.

Following on the City's general commitment to resident involvement in St. Lawrence, the identified future residents should at this point, be able to review the site plan and schematic designs. They will probably want to consider in detail those parts which affect the first development phases in which they will live.

Assuming that future residents are basically in agreement with the planning work accomplished, the necessary land has been acquired, and financing is at least generally agreed upon; the residents will have little further involvement in planning for the initial groups of housing units. (Involvement in continuing planning is discussed in detail in the Participation section.)

2. Development of housing in St. Lawrence includes both design and construction activities. Involvement of residents in the detailed design of housing clusters has two primary benefits:
 - a) costly errors which result in tenant dissatisfaction can be avoided by a careful design response to tenant needs; and
 - b) residents gain experience in working with one another and begin to acquire responsibility and control over their environment which can be extended to the management phase.

The argument against resident involvement in design is that it will even further delay an already lengthy process of getting housing underway in St. Lawrence. Given the City commitment to local involvement in planning (e.g. site planning offices), and the evidence presented by numerous projects which have been delayed because residents have not been involved in the early stages; it should not be necessary to argue further that the benefits of resident involvement in the design phase outweigh the cost of a short delay in an already long process. The techniques for involvement developed in the first phase of St. Lawrence will be useful in subsequent phases and the process should become more efficient and responsive.

Resident involvement in construction might include employment opportunities and supervision of construction work to ensure that adjustments made in this phase also respond to resident needs. Details of how residents can be involved in construction are outlined below.

3. Management: Resident involvement with management of housing in St. Lawrence might start with consultation on design decisions which affect management and then continue through the "start-up" stage to the continuing functions of management and maintenance. The City appears

to have already committed itself to resident involvement and eventual control of management. In its 1974 Progress Report, the Housing Department notes in discussing the Bain Avenue apartments, that:

The prominent role of the tenants' associations in selecting new tenants derives in part from City Council's intention that the tenants should eventually assume management of the project. This process may serve as a model for future acquisitions as well, so that the City avoids the difficult administrative task of being landlord to thousands of tenants. Through a variety of measures, including entering into management contracts, leasing of projects to private non-profit corporations and perhaps outright sale of projects to such groups, the City intends to spin off gradually the responsibility for management. Groups of tenants and smaller management units which are closer to the neighbourhoods and which in the long run, can maintain a more responsive relationship with tenants groups, will assume these tasks. (P. 99)

A recent consultant's report on the growth of the Housing Department confirms the necessity of decentralizing management and suggests hiring enough staff so that "management will be able to spend more time helping to organize tenants to take on the task of self-administration".*

These policies have important implications for St. Lawrence and these are detailed in the remainder of this section.

Within the policy frameworks already established by City Council and the City Housing Department, it is recommended that involvement of residents, as they are identified, should be encouraged in all phases of the establishment of housing in St. Lawrence including:

the review of site planning and schematic design proposals;

housing development including design and construction; and

housing management.

It is further recommended that all other housing sponsors in St. Lawrence should also be committed to resident involvement in all phases of the housing process.

* The Canada Consulting Group, Continuing the Job of Building Toronto's Housing Department, April 1975, P.1-11.

Models for Resident Involvement in City Housing:*

Resident involvement in the housing process in St. Lawrence can proceed according to a number of models ranging from tenants advisory boards to residents owning their own housing in a cooperative form. A progression of alternative models is presented although the bias of this report is towards those models which maximize local control.

The range of models can allow residents to choose a level of involvement which matches their needs and capabilities and also provides for assuming greater responsibilities over time. It is not of course necessary for any particular group of residents to proceed through all the models. For example, a well-organized group might be able to take on all the responsibilities of ownership at the outset as can be the case for cooperative housing.

These models are contingent on the basic assumption that residents of St. Lawrence will want to get involved with the housing process and that there is a corresponding commitment from the City. The following goals are likely to be those desired by residents and the models are evaluated in terms of these:

1. Increased resident involvement in the housing process.
2. Improvement of the physical and social environment.
3. Generating income for such uses as rent reduction or funding community activities.
4. Providing housing related employment for St. Lawrence residents.
5. Resident ownership.

To be successful, a model will have to respond to residents' interests and goals primarily - Housing Department objectives will have to be weighed in regard to these. In addition, a range of supports will have to be provided - these are detailed in the next sub-section.

In considering again the three phases of the housing process:

* Adapted in part from: OSTI, Feasibility of Creating Organizations for the Management and/or Ownership of Public Housing, Cambridge, Mass., 1969, P. 24-34.

1. Planning: The discussion of resident participation in planning is covered elsewhere in this report. Mechanisms for participation in re-planning (if necessary), and ongoing planning are considered. Operating on the assumption that future residents have been identified and are sufficiently informed, organized, and interested to have formed a housing committee; it should be possible to proceed to the development phase.
2. Development: Models for resident involvement in design and construction parallel those for management described below. There is, in any case, relatively little experience to draw on for techniques of involving residents in these activities. Most Canadian experiences have been limited to renovation of existing housing units and working with residents already living in that housing.

There are a few examples of community involvement in the design of public housing, such as the Dundas-Pembroke project in Toronto. A demonstration project, jointly funded by C.M.H.C. and the Manitoba Housing and Renewal Corporation, presently underway in Winnipeg, is involving a group of potential residents of new public housing in all steps of the housing process, from site selection to detailed design. This process, in St. Lawrence, will require architectural consultants who have the ability to develop new design methodologies and may require additional subsidization in the first stages of development.

Residents may become involved in construction in a number of ways in the first phase of St. Lawrence:

supervising construction as the "client" in conjunction with the architect and possibly with the City Housing Department; and

final selection of finishes, furnishings, and equipment allowing residents the opportunity to "personalize" their units.

This level of involvement could ensure that adjustments made in the construction phase correspond to residents' needs. In later phases, it might be possible to also generate some income for residents by:

training residents for employment in construction skills which would also be useful in the management phase; and

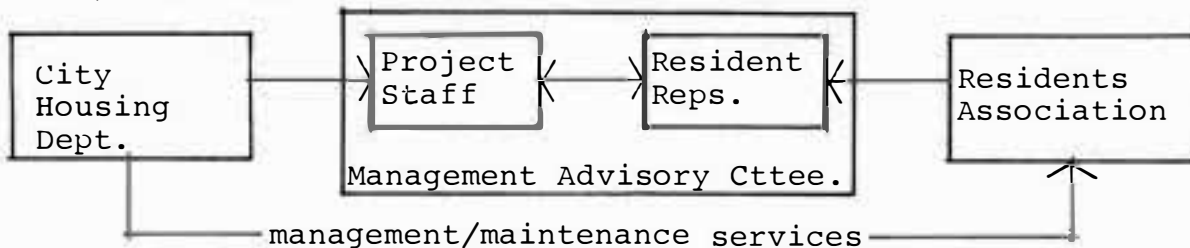
giving priority in construction employment to residents who already have construction skills or assisting the formation of a small construction team or cooperative from among these people.

These more ambitious programs should probably not be attempted in the first phase as they could considerably delay the construction of housing in St. Lawrence.

The amount of control residents would have in implementing any of these activities can be related to the choice of resident involvement model.

3. Management as indicated above involves a wide range of activities and a very long time period - the life of the project. It is this phase of the housing process which is most crucial to long term resident satisfaction and must be carefully considered in terms of its potential for resident involvement. The following models can be suggested.

a) Resident Association

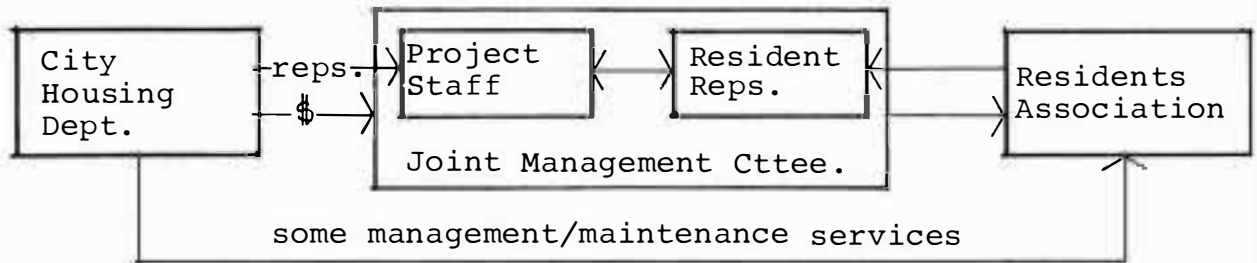


This simple model suggests that residents are sufficiently organized to form an association (to which all residents belong), from which a number of delegates are chosen to advise the City Housing Department, through its project staff, on a range of management issues (or designs and construction in the earlier phases). A Management Advisory Committee of resident and City Housing representatives is likely to be formed.

In this case, the City, not the committee, funds, controls and carries out management services using its own or outside resources. The only controls residents have over policy are informal sanctions and pressures which might give their representatives some bargaining power in dealing with the project management. Tenants could carry out some management related tasks such as self-help "beautification days". These might however require City approval because the Committee has no real authority over the housing project.

A resident association can serve the goal of some resident involvement in management insofar as it makes residents' wishes known to the project staff. In this way, improvements in the social/physical environment might be negotiated. Jobs for tenants might also be obtained through bargaining with the Housing Department. The major goals of generating income and ownership/control are beyond this simple model. The residents' association can be an important first step in developing more complex forms of resident involvement.

b) Partnership:

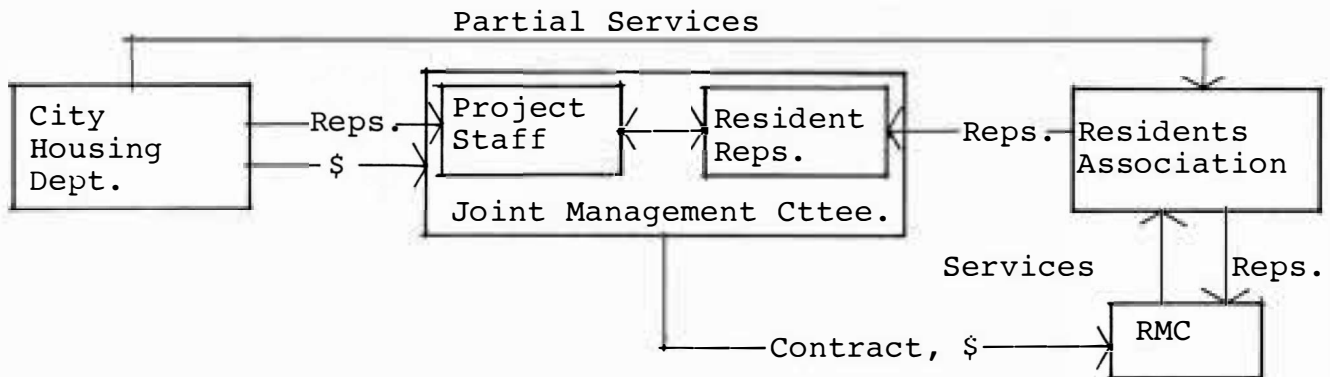


To assist in the development of competence and responsibility of the local level, the City could delegate management and financial responsibility to a joint management committee of Housing Department project staff and residents' representatives. (A similar committee could assume responsibility for the development phase.)

At most, the residents would have parity on the management committee. If they had control, this would be a "Delegate RMC" which is described below. Most management/maintenance services might still be provided directly by the City through its various departments subject to an agreement with the joint management committee. Private contractors might also be engaged to provide services.

Again, in this model, the residents have only informal controls over policy and implementation. Resident influence is likely to be stronger however because of the decentralization of responsibilities from the City to the joint management committee. The committee serves the goal of increasing resident involvement in the management phase and should lead to greater control over the physical/social environment. Most importantly, this model establishes the framework for employing residents in housing management.

c) Resident Management Corporation (RMC) :



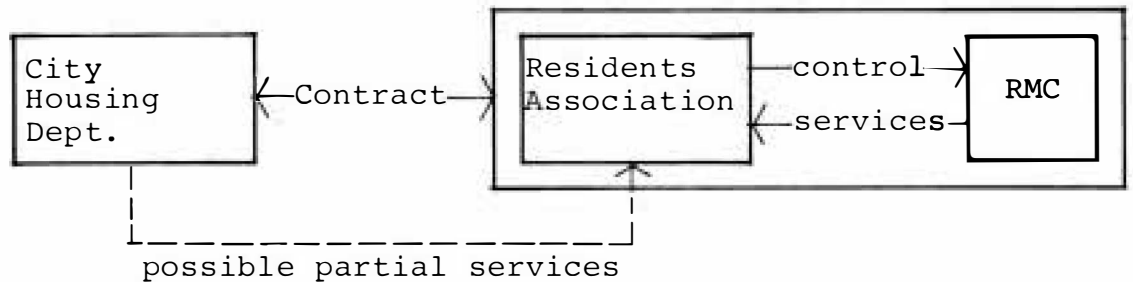
The joint management committee can contract with a Resident Management Corporation (RMC) to carry out various management and maintenance tasks instead of using City staff or private companies. The RMC which employs residents to provide these services can either be directly controlled by some of the tenants with its own Board, or is more likely to be an off-shoot of the residents' association.

Initially, a RMC may take on a limited range of tasks. These would probably include those requiring the least technical skills - an important function could be liaison between residents and management staff. As the RMC develops expertise and its own "in-house" organization, it might proceed to contract for all the management and maintenance services for a specific housing project on a fixed price basis. (It is conceivable that a RMC could similarly participate in the construction phase.)

Income might be generated for the RMC by increasing the efficiency of services. For example, increased tenant involvement and concern might reduce vandalism and lead to residents performing certain tasks for themselves. Income generated could be used to reduce rental or fund community-run social services.

The RMC model extends the partnership model in that tenant employment and generating income are at least partially realized. Policy making and control are still shared with the City Housing Department project staff and ownership is not achieved.

d) Delegate RMC:

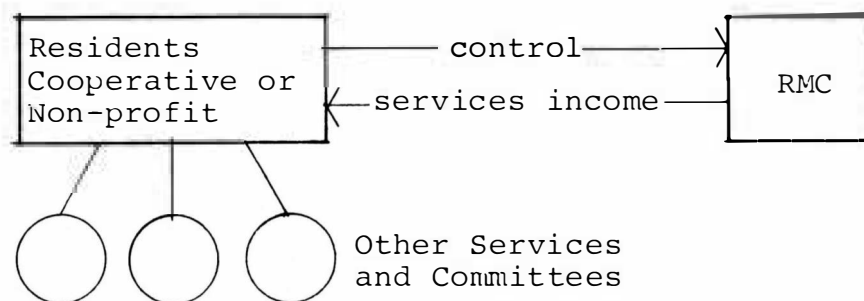


In this instance, the Housing Department contracts out control over most policy areas and their implementation to the resident association which in turn uses its own RMC to perform management services. It is not likely that full control will be delegated to the tenants because the City retains ownership and would be ultimately responsible for mortgage payments to C.M.H.C. The City will probably still want to participate in setting income and rental levels for tenants, and ensuring financial responsibility.

The terms of resident association responsibilities could be negotiated in the contractual arrangement with the City. The resident association might still use various City services by choice, and may retain City project staff as employees of the RMC.

The delegate RMC has the potential for satisfying most of the goals residents might set for themselves in the management phase. The limitations proposed by the City's ownership position will depend on the bargaining ability of the residents, and the willingness of the City to delegate authority.

e) Joint Ownership:



Full control and responsibility for the Housing management process can only be achieved with resident ownership. Conforming to the recommendations outlined in the "housing tenure" section above, the tenants could form a cooperative or non-profit corporation to assume ownership of a group of housing units. The mortgage would then be transferred to the co-op or non-profit corporation.

Presumably, the residents would accept any obligation the City had already established in terms of the percentage of subsidized units, and income levels acceptable to C.M.H.C. (C.M.H.C. would not be willing to subsidize a middle and high-income co-op with a long term, low interest mortgage.) Thus, the City housing stock could pass into control by low and moderate income residents of St. Lawrence. The residents would then have the opportunity to implement and control a wide range of housing goals.

To satisfy the goals for resident involvement outlined above, it is recommended that the City Housing Department, in conjunction with the Community Development Coordinator, and residents and future residents of St. Lawrence work towards the establishment of third sector resident ownership of all housing in St. Lawrence developed by the City of Toronto Non-Profit Housing Corporation. The above models of resident involvement could be considered as a way to proceed towards implementation of this recommendation.

It is further recommended that the residents themselves should be able to determine with which model to start and the way in which they would like to proceed towards joint ownership. These models should also be considered for application to the development process particularly in the later phases of St. Lawrence.

Implementation of Resident Involvement Models:

Assuming that the political commitment exists, both on the part of the residents and of the City, to proceed to resident ownership of City-initiated housing, there remain a number of important concerns which must be addressed if resident ownership is to become a reality:

1. Management Development: Management is a complex task involving both property management and community relations skills. Property management tasks normally include such skills as:

- rent collection and leasing;
- accounting and auditing;
- insurance;
- working with maintenance staff to organize maintenance tasks and schedules;
- contracting for supplies, special types of labour, or services.

These are complicated considerably when the management process is structured to involve residents in control over management and the performance of these tasks. The "soft" side of management then includes liaison with the resident associations or various committees and on-going education for management.

The experience of many third sector housing projects has been that too little attention has been paid to developing management capabilities mostly because of the enormous difficulties involved in planning and development. The City Housing Department is presently in the same danger of being saddled with an enormous management task for which it is not prepared.

In recognition of this particular need, resource groups have developed which are capable of working with residents in all phases of the housing process to develop management capabilities for both volunteer and paid positions. The succession of models outlined above allows tenants to assume greater responsibility as they develop the necessary skills. Of course, the residents themselves should help determine the types of jobs and skills that are necessary to match their own housing goals. Initially too, trained management staff could be hired to perform management tasks while working with residents on management development.

The City could develop its own programs, or alternatively, could work with existing resource groups in developing education programs.* This work could also be contracted out in full to these groups or other consultants. George Brown College might additionally be requested to assist in the development of a variety of programs through its Outreach and Community Development programs.

2. Funding of management development will be an expense in addition to the funding of ongoing management which is normally accounted for in the mortgage arrangements with C.M.H.C. as part of the necessary rental income. Existing government programs might be used to fund this additional expense:

- a) The Community Resource Organization Program (CROP) administered and funded by C.M.H.C. supports housing resource groups and could be used to provide special funds for St. Lawrence. In fact, the demands St. Lawrence and other parts of the City Housing program will place on existing resource groups in Toronto will probably call for increasing C.M.H.C. support.
- b) The Community Housing Division of C.M.H.C. would also be receptive to specific proposals for management development which are not necessarily tied into supporting an ongoing resource organization.
- c) The Provincial Ministry of Housing also provides "sector support" through its Community Sponsored Housing Branch. These funds are limited and the Ministry has been very slow in committing these but they could be available for St. Lawrence.

The City itself is also establishing a limited program of "Housing Management and Development Support Grants" but this is not likely to be of much use in St. Lawrence unless the program is greatly expanded. Similarly, C.M.H.C. start-up grants of up to \$10,000 per project will also be of limited use as they are only intended to bring projects up to the point of a mortgage application and so really only cover the planning phase and some design activities.

In the event that none of these programs can supply the full support necessary for management development, a development fee could be attached to the mortgage. Experiences in Toronto and Vancouver suggest that a fee of one to two per cent of the project would be necessary to cover management development. This would, however, increase rentals.

* For example, the Toronto Non-Profit Housing Federation or the Labour Council Development Foundation which might also be involved in their own projects in St. Lawrence.

3. Resident Organization/Incorporation:

All the models of resident involvement require some form of tenant participation and organization. The resident association model suggests that residents will form an association which then appoints representatives or delegates to discuss management issues with City Housing staff. This kind of association could be quite informal because it has no real responsibilities; only those it assumes voluntarily. Members could either be recruited from among the residents (or future residents) of a particular housing project or alternatively, membership could be automatic for all residents, but participation voluntary. (Automatic membership has proved to be more successful at Regent Park and perhaps leads to greater involvement.)

An important issue in the growth of the resident association is that of who is to initiate its development. It has already been suggested that future residents will be contacted by the CDC and some support provided to those people who want to participate in the housing process. Failing the development of a group of interested residents, the Community Development Coordinator would be working with representative groups of housing users who could assist residents as they are identified.*

In any case, the City Housing Department should probably not be carrying the major responsibility of organizing residents associations. Beyond its initial role in helping to identify residents, the City could provide support services to interested residents through the CDC information on resident involvement models, secretarial support, printing services, etc. But, a strong and responsive tenants association will have to develop from the residents themselves. Education for cooperation among residents will best come from working together through the phase of housing development.

The informal resident association could continue to be a useful vehicle for resident involvement in the partnerships, RMC, and delegate RMC models. But, it would probably be necessary to create more formal organizations for the latter two models.

* Both the Federation of Ontario Tenants Associations and the Federation of Metro Tenants Associations might be able to assist in this process, although they may require some support if they are to be extensively involved.

A group of residents could form a non-profit company which would contract with the City or Management Committee to perform specific services. Incorporation would be wise to limit personal liability and a corporation would more readily be eligible for grants and subsidies for its operations. A non-profit corporation might also be able to assume ownership of a housing project. The Board of the corporation could be chosen by the residents' association and the RMC would then be responsible to the association through the Board. Alternatively, the tenant association would incorporate and hire staff to run its management functions.

Transfer of ownership to the residents, as noted above, requires the formation of a non-profit or cooperative.

Other concerns which will effect the implementation of models for resident involvement are considered separately below - employment, integration with the community and physical design.

In order to implement resident involvement in the housing process, it is recommended that:

1. The Community Development Coordinator should contact future residents and groups of future residents (e.g. co-ops and non-profits) to assist them in becoming involved in all phases of the housing process in St. Lawrence;
2. The City Housing Department should assist in the identification of future residents and aid the CDC in the formation of programs of management development with groups of residents and future residents of St. Lawrence. This could be done directly by the City, with professional consultants, or in conjunction with existing community-based resource groups.
3. The City should explore means of funding management development in City housing in St. Lawrence and should assist other housing sponsors involved in St. Lawrence in securing funds for their own management development programs. The City might additionally provide back-up services such as accounting systems and tenant lists for these groups.
4. Organizational and financial support should be provided for the development of resident associations and other organizations necessary for the eventual transfer of management and ownership responsibilities to St. Lawrence housing residents.

Resident Involvement in Other Forms of Housing Tenure

Although the discussion has thus far concentrated on City Housing, the proposed models of resident involvement can be applied to other forms of housing tenure as follows:

1. Metro Senior Citizens Housing Corporation builds all the assisted public housing for seniors in Metro and will be an active housing sponsor in St. Lawrence. (See also the section on seniors.) Typically, a residents' committee is formed in each Metro seniors housing project which is responsible for programs in the common recreation space and may also advise on housing management problems. This corresponds to the "residents' association" model.

There has been little initiative to proceed towards more involvement in housing management, but this is certainly a possibility. Seniors have often taken on much greater responsibility in third sector housing and this should be encouraged and assisted in St. Lawrence.

2. Private Housing:

- (i) Condominium housing is a form of both individual and joint ownership and corresponds to the last of the resident involvement models except during the start-up period when the developer is in the process of delegating ownership responsibility as in the "Delegate RMC".

Joint ownership entails many of the problems of implementation common to City housing and residents of condominium housing (should any be built in St. Lawrence) may also require some assistance in management implementation. (See also the recommendations on housing tenure.)

- (ii) Private Rental Housing of any form does not normally allow for any resident involvement beyond forming a tenants' association which can then attempt to negotiate with the landlord over management issues. It is not even likely that a management advisory committee would be created. As previously explained (see the housing tenure section), rental housing has little potential for community development; it also has little potential for meeting resident objectives for the housing process.

3. Third Sector Housing:

- (i) Cooperative Housing corresponds directly to the model of "Joint Ownership". In this case, joint ownership is initiated during the planning and development phase and some form of resident controlled management structure is usually in place by the time the housing is occupied. The short time period involved often means that residents need assistance in implementing cooperative management. In St. Lawrence, this assistance could be made available through existing non-profit resource groups and should additionally be aided by the CDC and the City Housing Department as explained above.
- (ii) Non-Profit Housing can be operated according to any of the resident involvement models as can the City-initiated non-profit housing. The choice will initially depend on the sponsors and the groups for whom the housing is designated. Joint ownership models should be encouraged and assisted in St. Lawrence for those groups of residents that wish to proceed towards their implementation.

Integration of the Housing Process with Community Development:

Involvement of future residents of St. Lawrence in the housing development phase might also result in concern for the design and programming of other community facilities, particularly those which might be included within housing clusters. Housing will probably continue to be a major focus for community activity in the ongoing management phase and involvement with other activities may develop within resident associations.

As the level of resident involvement increases, the capacity of a resident management corporation to generate income might assist in sponsoring other community activities. A non-profit RMC might become a "community development corporation" with the major objective of developing community-controlled services such as child care, recreation, job training, or employment services. In any case, the housing process will provide valuable experience in developing mechanisms for resident involvement in all aspects of community life.

The anticipated large number of mother-led and low-income families can be the pre-condition for problems of vandalism among youths who are unemployed and/or lack a stable family and community environment. Thus, it may be important to integrate security services and concerns with the housing process.

However, OHC and numerous American experiences, have consistently demonstrated that security improves when residents are actively involved in the housing process. Involvement and interaction between residents assists the development of networks of community support for solving people's problems and satisfying their needs. This can create an environment of "self help" rather than one of dependancy on outside services for assistance.

Thus, the security service is best served by prevention and minimizing the need for it. This process may be further assisted by a resident security advisory group to work with police and security personnel. Programs for youth are often the most important result of this type of advisory process. Of course, in proceeding towards ownership, the residents can assume greater control over the security services and integrate these with other programs to satisfy overall tenant objectives.

It can be anticipated that residents' associations, RMC's, or cooperatives might work together in establishing housing-related services such as management development which might simply be too expensive for any single group to provide. This kind of interaction might assist all groups to proceed more rapidly towards ownership and resident control models of involvement.

Alliances with city-wide resource groups and resident associations established in the development phase might also be continued and would provide opportunities for St. Lawrence residents to integrate into housing-related activities in the larger community.

Employment:

The housing process provides numerous opportunities for employing residents of St. Lawrence in a variety of jobs requiring many different skills. One study suggests that the ratio of jobs to households is from 1½ to 4 per cent, although initially key positions may require outside staff and some jobs will never be economical to carry*. With a total of some 3700 households in St. Lawrence, from 50 to 150 full-time housing related jobs might be created. Fortunately too, many of these jobs can be springboards to work and careers outside of St. Lawrence. Some of these jobs include:

* OSTI, Op.cit, P.33

Note that the jobs created are included as part of the maintenance and administration funds normally accounted for in mortgage arrangements with CMHC. Additional funds may however be required for training programs and for jobs not presently considered to be part of the management function.

1. Maintenance work will provide job opportunities for the largest number of people and includes both emergency repair work and ongoing maintenance programs. Training for these jobs could put an emphasis on construction skills such as plumbing, carpentry, painting, or plaster-work. Maintenance staff might also be able to work with residents who want to perform their own repairs or minor renovations. Some emphasis might be put on hiring young people to work in some part-time jobs - this mechanism was very successful in reducing vandalism in several projects in St. Louis.

There will be a long term need for maintenance people in St. Lawrence and the combined range of construction skills might prove to be valuable in renovation work outside of St. Lawrence.

2. Unit Representatives - The Regent Park Community Improvement Association has initiated a program, with the support of OHC, to hire and supervise "unit reps". These people are paid to work with fellow tenants, in specific buildings in a large public housing project, and are an effective liaison with the project management. They deal with a wide range of problems from vandalism to tenant complaints and are instrumental in developing tenant cooperation and interaction. This program, which is proving to be successful, is paralleled by many similarly successful U.S. experiences.

George Brown College has already expressed willingness to assist in the development of a training program for these jobs which would include: tenant relations, communications, community development, and social services skills. Unit reps skills might also be combined with security and maintenance training.

3. Management/Administration as already indicated requires many skills from policy and decision-making to typing and filing. It may be difficult for any single housing group of the size proposed below (100 - 200 units) to hire the staff necessary to provide all these skills and so some of the management staff might be shared by two or more projects. Initially too, outside managers might be hired on a part or full-time contract basis to provide these skills. Later, residents would be able to take on these jobs.

Other jobs will be created in housing related services and are described elsewhere in this report. It is also possible that people who have very time-consuming roles in resident associations or on joint management/resident committees should be remunerated for their time. This then could be an additional source of part-time or even full-time employment.

It should be possible to create a "career ladder" within St. Lawrence housing so that as people become more experienced and trained, they can advance to positions of greater responsibility. (The problem of education and funding for management development has already been discussed above.) Eventually, people should also be able to seek employment outside St. Lawrence.

As residents come to control more of the housing process, they will also control employment programs:

- criteria for hiring and firing;
- formulation of job description; and
- salary scales.

There is the danger of a "patronage" system developing in this situation but this will be minimized by the establishment of a working career ladder and extensive involvement of residents in control of housing. (In any case, this couldn't be worse than the network of "contracts" that exists in most other private and public employment sectors.)

In considering that 50 to 150 full-time, housing related jobs will be created in St. Lawrence as it develops, it is recommended that priority be given to employment of St. Lawrence residents for these jobs and that job-training and employment programs be developed to assist residents in assuming these positions.

Site Planning/Physical Design:

The physical design of housing clusters cannot by itself lead to increased resident involvement and satisfaction in the housing environment in St. Lawrence, nor can an ideal physical design be described which will encourage this involvement. It is possible, however, to suggest a number of criteria which may assist the process of resident control of housing:

1. Participation in Design: Most importantly, residents should have the opportunity to participate in the design of their housing as suggested above. If residents are not sufficiently well organized to participate in design, some flexibility should be available in the construction phase. This could range from selection of finishes and fixtures to "open planning" of housing units.

In the latter case, final room layouts could be determined with residents after the structure and service cores are in place. This might involve the use of movable storage walls or other flexible elements. Certainly, there should be some capacity to try innovative forms of housing in St. Lawrence and C.M.H.C., through its research and development branches, could be approached to fund a range of participation experiments.

2. The Size and Layout of Housing Groups might also affect resident participation. Although there appears to be little research on the relationship between the size of a housing group and resident participation, discussions with people involved in third sector housing in Toronto and elsewhere suggest a range of from 100 to 200 units.

Approximately one hundred units seem to be necessary for economic viability and an associated degree of autonomy. A project of this size may still be small enough so that residents can identify one another and this identification can be the basis for more interaction and cooperation.

Larger projects should probably be divided into several identifiable groups so that some personal contact will still be possible; for example, the Bain Avenue project with which the City Housing Department is presently involved has 265 units clustered around a series of courtyards. There is often close to 100 per cent participation in courtyard activities but this drops off considerably for project-wide activities and meetings. The management people involved suggested that, even with this layout, 265 units was probably too large to allow much participation in overall matters.

Projects which consist of a number of groupings regardless of size, allow for the additional possibility of small cooperatives of up to 30 units being formed as residents develop the capacity to assume group ownership. The ability to "personalize" and identify with individual units and small groups of units may be important elements in the growth of resident involvement in housing.

3. Common areas and facilities could be designed so as to encourage resident interaction. For example, the provision of shared indoor and outdoor play space adjacent to laundry facilities in family housing aids people in assisting one another with child care arrangements. Similarly, elevator lobbies in seniors housing could be designed as lounges with seating and views to the outside.

Facilities could also be provided to support the organization of groups of residents, such as meeting rooms or offices for unit reps within housing clusters. Detailed design of the common areas and facilities could also be carried out with the residents.

4. Security: As discussed above, the best solutions to security problems are resident involvement in the St. Lawrence community and creation of the potential for personalizing and identifying with one's home. Security issues should however be considered in the development phase to avoid elements of housing design which might be particularly hazardous or difficult to personalize.

Site planning and physical design of housing in St. Lawrence cannot, by themselves, predetermine resident involvement and satisfaction. The following recommendations, if adopted, could, however, encourage resident involvement:

1. The City Housing Department should encourage experiments in resident involvement in the design and construction of housing in St. Lawrence. C.M.H.C. should be approached through its research and development divisions to support these innovations.
2. Housing "projects" should consist of no more than 200 units and preferably should be of approximately 100 units. Projects should in turn be divisible into small clusters of up to 30 units.
3. Common areas in housing projects should be designed to encourage resident interaction, and common facilities provided to support resident organizations and activities related to specific housing clusters.
4. Further consideration should be given to security issues in the development of housing in St. Lawrence.

2.3 CHILD CARE

This section concentrates on child care services which are formalized or institutionalized in some way - usually through organization or funding mechanisms. In fact, some 90 per cent of child care arrangements made by working parents are private arrangements of an informal nature involving friends, neighbours, relatives and baby-sitters. Consideration is given to relationships between these two systems contingent on the belief that formal child care services should be available to all those who express a need for them.

The term "child care" is used to designate a wide range of services provided to children and their parents. "Day care" is given a specific meaning and covers a defined service area.

Need:

Determination of the need for child care services in St. Lawrence, as for other social services, is complicated by different perceptions of the need or desire for a service. Traditionally, child care in the Canadian context, has been regarded as a welfare measure. A recent report on day care projections from the Metro Commissioner of Social Services articulates this point of view:

The Departmental long range plan is to provide more day care spaces each year for the children of working parents where there is financial need and to provide support services to families where there is a health or social problem which can be alleviated by day care placements. This service gives an opportunity of employment for single parents who must work to support themselves, which precludes the necessity for some of them having to rely on General Welfare Assistance or Family Benefits. It also assists low income two parent families. Often, it is necessary for the mother to work to help provide the basic necessities or to repay burdensome debts. Sometimes parents are attending school in order to increase their employment potential. In these families, subsidized day care, in some form, is necessary, as otherwise these parents would be unable to pay the high cost of private baby-sitting care for their children. Also, this program reduces the number of children exposed to makeshift care for children in homes where there is no supervision by an outside agency.*

* Projected Five Year Program with Respect to Day Care Services, Metro Commissioner of Social Services, May 1975, Page 2.

According to this point of view, if wealth in society were more equitably distributed and financial need ceased to be a factor, there would be no need or demand for child care services except for socially aberrant or unhealthy families. (Why a mother in a two-parent family should have to work to provide "the basic necessities" is not questioned.)

At the same time, it is noted that:

...there are numerous advantages to the parents and to the children who receive care...The parents may go to work, knowing that their children are adequately cared for. Children, at the same time, are nurtured in their social, emotional, physical and mental development. (Ibid, p.2)

The growing demands of mothers that they have the freedom to choose to work or to pursue personal activities is creating the necessity for child care services not necessarily tied to institutional definitions of need.

The position of the Vanier Institute of the Family recognizes that the:

...complexities and demands of contemporary life make it vital that supplementary child care services be available to all Canadian families. Such services should be regarded as family-oriented community resources, supporting parents in the carrying out of their family responsibilities, rather than welfare measures. Services should be designed to supplement the family. The active involvement of parents in the development and implementation of such services is more than likely to ensure that these will meet the actual needs of children and families.*

The demand for child care services in St. Lawrence will reflect these various definitions of need which can be tentatively linked to the recommended population mix as follows:

1. Families in assisted housing:

It can be assumed from other Toronto experiences that this group will include a substantial proportion of both single parent families in which the parent is employed and families with two working parents. These families will require full day child care services for children from six weeks to nine years of age. Shift workers may require additional specialized services and these services should also be available to families on welfare assistance to ease access into the job

* The Vanier Institute of the Family. Day Care: A Resource for the Contemporary Family, Ottawa, 1974, p.5

market. Half-day nursery care might also be desired to provide enriched learning experiences for some children. Most of these families will be eligible for existing child care subsidy programs.

2. Families with below median incomes, not in assisted housing:

This group will include many families who have the same needs as families in assisted housing and are also eligible for child care subsidies and programs. In addition, there may be families with two working parents who may be earning too much for existing subsidy programs but still require full-day child care. This group now has the most difficult time finding suitable services and is often forced to rely on expensive commercial day care or informal private arrangements. These families may also get involved in cooperative and non-profit child care. Presumably too, this group will include people with needs similar to those of third quartile families.

3. Third income quartile families:

This group will include only a small number of people for whom child care is a financial necessity. The demand for services is likely to be based on the desire for enriched experiences for children and more independence for mothers and will include the need for partial services such as half-day nursery care.

Additionally, all groups will generate some demand for emergency care services, drop-off services and other specialized forms of child care.

Although the need for child care services in St. Lawrence can only be fully determined by the future residents. It is recommended that initial planning for child care services in St. Lawrence should take into account at least these three criteria for need:

1. Financial need which continues to be a problem for single-parent families and families with two working parents.
2. Children's needs for enriched group experiences which encourage physical, social, emotional and mental development.
3. Parents' needs, particularly the need women have expressed to choose to work and to pursue personal activities.

Child Care Service Types/Funding:*

In this section, a range of services are described which might be established in St. Lawrence as components of a comprehensive network of child care. Each service is described briefly with attention paid to funding and the people likely to use the service.

1. Day Care: As noted above, day care is used to specifically refer to full day group child care. In general, this kind of service runs from 7:30 a.m. to 6:00 p.m. to allow parents the opportunity to work full time day shifts. (The needs of other shift workers are considered below.)

This service is often considered as having three parts which can function together or separately:

- a) Infant day care for children from six weeks to two years old. There is a growing demand for this service and few available spaces. It is relatively expensive because of the low staff-to-child ratios required (1 to 3). It has not yet gained wide-spread public acceptance, but will be critically important for the low-income families with working parents in St. Lawrence.
- b) Child day care for two to five-year olds have become well established in Metro and the number of spaces has approximately tripled since 1970 although still falling far short of the apparent demand. The strongest demand in St. Lawrence will be for this particular service.
- c) School age day care for five to nine-year olds allows parents to leave children at a day care centre before school opens. The children are then escorted to and from school in the morning, at lunch time and after school. Lunch and after-school programs are provided at the centre. This service in combination with "extended school day" programs is essential to respond to the needs of working parents in St. Lawrence.

Day care services, regardless of who provides them, if established for more than five children, must be provincially licensed and meet the requirements of The Day Nurseries Act and Regulations. The regulations outline minimum standards for buildings, programs, health, nutrition and other matters.

Funding is available from the Ministry of Community and Social Services for day care run by municipalities or approved corporations (including non-profit and cooperative groups) on the following basis:

* Special thanks to Anna Fraser, City of Toronto Planning Board, for permission to borrow freely in this and subsequent sections from a memorandum she prepared entitled "Inclusion of Day Care Space in Newly Built Non-profit and/or Cooperative Developments", May 28, 1975.

- 50% capital grants for new construction or additions to an existing building;
- 80% capital grants for renovation, furnishings, or equipment.

In addition, all types of day care centres can opt into the Metro subsidy scheme for covering operating costs. Through this program, the cost to parents is subsidized up to 100% as determined by a means test. The subsidy system works such that the difference in the amount paid, if any, and the cost of running the centre is made up by Metro which supervises adherence to provincial regulations. Commercial centres are willing to participate in this scheme because the payment of fees is assured.

In practice, approximately 80% of subsidized parents are single working parents, both because these people are given priority for the limited spaces available and because the income restrictions for subsidies can be quite severe. Parents who are not working or not enrolled in academic or job-training programs are only eligible for subsidies in the case of particular health or social needs. It seems that fewer people are willing to declare and able to prove that they have this type of special need and this may work to the disadvantage of parents on some form of public assistance in St. Lawrence who might otherwise be eligible for subsidy.

2. Private Home Day Care can provide the same range of services as day care in private homes under government and agency supervision. The day care provider and the home must be approved by the Province and a maximum of five children of day care age are permitted. (The number of children, including the provider's own cannot exceed two children who are two years of age or younger or three children who are three years of age or younger.) Parents can be subsidized by Metro and in practice, 95% of parents using approved private home day care are subsidized.

This form of day care has been encouraged because:

- a) it is preferred by some people who view it as less institutional than group care and particularly desirable for infant care and children who might find it hard to adjust to group care;
- b) it is initially cheaper because there are no capital costs; and
- c) there is a general lack of available alternatives.

There are, however, some serious problems with private home day care:

- a) It is often just as expensive to operate as group day care and would be much more expensive if salaries for day care providers were not so low.*
- b) Administrative costs to match prospective parents and providers, and to supervise regulations are very high. (One agency receives \$3.78/day for a total cost of \$10.08/day for full-day care as compared to \$10.94/day at Metro's Edgely Child Care Centre.)
- c) Despite high administration costs, there is not yet enough in the way of back-up services such as job training or mobile book and toy libraries. The quality of care can be quite uneven and there is also a problem in arranging alternative care when providers are sick or on vacation.
- d) There can be a high turn-over of day care providers which necessitates moving children from home to home and does not provide as much security for working parents as do most group care centres.
- e) Many homes do not have adequate physical space or access to outdoor play space to allow for a well-rounded program. This can be particularly true in St. Lawrence if assisted housing is built to minimum spatial standards.

As the demand for private home day care in St. Lawrence is likely to be a function of the number of group care spaces provided, it should be looked at as a supplement to the provision of group care facilities. Supporting mechanisms suggested for private arrangements might also assist private home day care providers.

3. Nursery Care usually has all the same characteristics as pre-school day care except that it is provided on a partial basis, usually either mornings or afternoons only, during the week.

Nursery care is particularly important in satisfying the demand for enriched experiences for children and free time for mothers. It can only partially satisfy the demands of working parents who must make other arrangements for the rest of the day.

* A day care provider currently receives \$6.30 per day for each full day's care. From this expenses must be deducted for food, toys, extra heating and lighting hours, etc. Even with a maximum of 5 children, the provider nets only \$18.90 after allowing 40% for expenses or \$1.89 per hour for a typical ten-hour day. This is less than the minimum wage and far less than salaries in Metro day care centres. Most providers do not have five full-time children and most have higher expenses and no time off during the day.

Nursery care can be subsidized by Metro which presently operates two subsidized nursery schools in OHC projects and purchases services from ten additional nursery schools for the children of low-income families. It can be anticipated that there will be some initial demand for both subsidized and unsubsidized nursery care in St. Lawrence. As public acceptance of the need for this service among all income groups grows, accommodation will have to be made for more nursery space in the neighbourhood.

4. Extended School Day Care provides similar service to school age day care but not in a day care centre. Typically, these programs operate at lunch time and after school, either in the school building or a nearby community facility. Some programs also operate before school to allow working parents to drop their children off before going to work.

Funding for this type of program is available through Metro which is presently developing this type of service in conjunction with the YMCA. Participation is again limited to low-income working parents and as such will serve an important need in St. Lawrence. As the benefits of these programs become apparent, particularly the enriched after-school programs and increased freedom for parents, it can be expected that the demand will increase among families in St. Lawrence who do not meet the institutionalized definition of financial need. This will require increased coordination and multi-use of school and community facilities.

5. Other Child Care Services: There is a growing demand for child care services which have only recently become recognized as needs. These services can be particularly important in assisting the system of private arrangements and include:

- a) "Drop-off" child care services on a partial or emergency basis would be valuable for parents so they could go shopping, visit friends, doctors or dentists, and take personal interest courses. Facilities could be located in residential groupings, in parks (Sweden and Norway have "play pen" services in parks on an informal, non-appointment basis), or in conjunction with educational, community and commercial facilities.

There are presently no funding programs available for drop-off services on an emergency or partial basis and only a small demand might be anticipated in St. Lawrence initially. Some of this demand could be satisfied on a volunteer basis in conjunction with other child care services established in the neighbourhood.

(Note that parents taking full-time academic or job-training courses might be eligible for full day care and would probably not be relying on drop-off services.)

- b) Child care for shift workers will be important for St. Lawrence. It can be anticipated that there will be a substantial number of shift workers (some of whom may work in nearby hospitals) as these jobs often yield incomes below the median.

Parents in this position now often rely on private child care arrangements. Care on week-ends and holidays could be subsidized and this is one area for which private home day care might be useful until the demand is sufficient to keep a group day care centre open longer hours.

Subsidized babysitting has been introduced in British Columbia for night workers to allow children to remain in their own homes but this form of assistance has not yet become established in Ontario.

6. Private Arrangements: As noted previously, some 90% of child care arrangements are of an informal nature (and as such are not strictly "child care services" in the context of this report). The Social Planning Council, in a recent research proposal, has noted that:

"Statistics also point out that in Metro Toronto there is a great gap between the number of pre-school children of working mothers (about 80,000) and the availability of present facilities (about 8,000 full-time places). Despite the fact that private, informal arrangements (by relatives, household members, neighbours, babysitters and so on) constitute the most common form of day care for pre-school children in Metro Toronto, little or nothing is known about the nature and characteristics of these arrangements.*

In considering further whether private arrangements are necessitated by a lack of child care services or whether they are chosen, the report goes on to suggest that:

...surveys of mothers' satisfaction with care usually report fairly high satisfaction with private arrangements, and interesting enough, some research has indicated that the degree of satisfaction of group day care users is not significantly higher than users of private arrangements day care.
(Ibid, p.30,31).

* Social Planning Council of Metro Toronto, and the Community Day Care Coalition of Metro Toronto, Private Arrangements - A Study of Unsupervised Child Care in Metro Toronto, December 1974, p.36,37.

A study of family benefit mothers conducted by the Ministry of Community and Social Services in 1973 confirms the high degree of satisfaction mothers have with private arrangements. Of the arrangements themselves - 55% were out of home (including 9.1% using day care services) and 45% were in-home. Care by relatives, particularly grandmothers, accounted for 43% of all arrangements, care by non-relatives accounted for a further 40% of arrangements and was seen as unsatisfactory by half the mothers interviewed.*

In general, no funding is available to the network of private arrangements. Suggestions are made below as to ways in which this network might be assisted in St. Lawrence.

In consideration of the child care needs of families in St. Lawrence and the range of identified child care services, it is recommended that:

1. The highest priority be given to the provision of full-day group day care which will be critical in satisfying the needs of low-income working parents in St. Lawrence (both those who meet and those who do not meet the presently defined criteria of financial need).

Day care services should include infant day care, pre-school child day care and school age day care.

The needs of "shift" workers must also be recognized and mechanisms sought to satisfy these needs.

2. Consideration should be given to assisting those services which supplement group day care services:
 - a) nursery care particularly to provide enriched group experiences for the children of low-income families;
 - b) extended school day care which could substitute for school age day care; and
 - c) private home day care, to the extent that it is preferred by residents and can initially assist in satisfying the needs of shift workers for child care on week-ends and holidays. It should not otherwise be treated as a substitute for group day care.

* Jean M. James, Family Benefit Mothers in Metropolitan Toronto, Ministry of Community and Social Services, 1973, p.90.

3. Consideration should also be given to the organizational and spatial needs for drop-off/emergency care for which there will be a small but increasing demand in St. Lawrence.
4. The importance of the network of private arrangements should be recognized and mechanisms sought to assist its development. As more information about these arrangements becomes available, both from users and current research, it should be incorporated into the detailed planning for St. Lawrence.

Child Care Sponsors/Parent Participation

There already exists a general acceptance of the idea that parents should be able to participate in the operations of child care facilities. This is based on the strong belief that child care is primarily a parental responsibility rather than an institutional or community one. (Of course, it is this same attitude which limits the establishment of child care services.)

Additionally, child care institutions, through the socialization functions they perform, may conflict with the values and beliefs parents would like to pass on to their children. Thus, while parent involvement may be seen as a desirable element of parental responsibility, parent control of child care programs may be necessary to ensure responsiveness to community values.

The degree of parent participation varies from complete control of the child care facility, as in a cooperative day care centre, to being informed of a child's progress as in some commercial centres. Involvement can be limited either by the responsiveness of the child care sponsor or by other factors such as the small amount of time single working parents may have to participate, or the location of a child care facility outside the family neighbourhood, making it less accessible for evening meetings.

In any case, extensive parent involvement should not be a necessary condition for parents to obtain child care services. When these services are a perceived community need (particularly for working parents), they should be provided and be accessible to the level of participation desired by parents.

Following brief descriptions of possible child care sponsors and the potential for parent involvement in each, recommendations are made based on the belief that child care facilities and programs should allow for parent control if it is seen as desirable by the parents.

1. Metro: The Metro Department of Social Services presently has some 2,400 children in its own day care centres (about one-third of all day care in Metro). Metro centres provide good quality day care, adhering strictly to government regulations and providing good programming. Through Metro's system, 100 per cent of the operating costs are looked after and parents pay on a sliding scale.

Control of the operation of the centres rests with Metro - they do not have community controlled boards. The centres do, however, encourage parents to become involved - parent meetings and education programs (about nutrition, child development, etc.) are being established. Since in practice, most parents are single mothers, very extensive involvement may not be realistic but Metro may in time become more open to sharing management responsibility with parents.

Metro also subsidizes children in other day care centres and sponsors other child care services, notably lunch and after-school programs and private home day care.

2. Parent controlled coop's with parental labour allow for a high degree of parent participation, if parents have both the time and the capability to share the labour (which lowers the budget for salaries, as well as increasing the adult-child ratio), maintenance, budgeting, getting funding and establishing policies. Like all cooperative ventures, to be successful, it requires the constant input and energies of the members. If it is anticipated that the majority of parents, either both partners in a marriage or single parents, will be working at regular jobs, then the expectation of large amounts of time may be unrealistic.

In St. Lawrence, it is unlikely that too many of the parents for whom child care is a financial necessity, will be able to devote a great deal of time to operating day care. Some second and third income quartile families and the small number of student families that might be expected (e.g. among people taking job-training courses in community colleges) could become involved in cooperative day care and nursery services.

3. Parent controlled centres with all hired labour: A Board made up of a majority of parents, directs hired staff on the policies to guide the centre. After the initial organizing of the group and making arrangements with the Ministry and the various licensing bodies, which can take up a lot of time, such a group can operate with one or two meetings per month.

This approach has the advantage of allowing parents to determine their own level of participation in the centre and can be suited to the demands of working parents in St. Lawrence. With subsidization, parents who meet the Metro definition of financial need, could establish a parent controlled centre, perhaps with the assistance of existing day care groups in the Toronto community.

Fifty per cent of capital costs would be provided by the province and an additional portion might be obtained through sharing space in a community facility. The remaining share would require a contribution by the City or alternatively the capital cost could be amortized and Metro would have to agree to subsidize mortgage repayments in the operating budget (as rent).

It is not likely that other parents would be able to use this centre as only a few third quartile parents could support the full operating costs. The centre would probably be limited to full-day care and possibly emergency and drop-off services.

4. Private, non-profit groups might be interested in setting up child care services in St. Lawrence. However, such a group would not presently qualify for capital funding assistance unless the Board was controlled by parents (in which case this would be a cooperative or parent-controlled centre).

These groups could use community space if it could be made available and provide services to St. Lawrence residents particularly lunch and after-school programs. Costs are kept down because there are no profits. Commitment of the sponsor and parent participation can both be quite high.

5. Private, profit-making centres presently accommodate a considerable number of children in Metro. Most of these are outside the City of Toronto where land costs and hence initial capital costs are lower. These centres do not qualify for provincial capital funding assistance but do accept subsidized placements.

To partially offset the capital costs, there is a tendency for private centres to be quite large - 150 children or more as compared to 75 children in new Metro centres. Such a centre would be too large initially in St. Lawrence although it could be built and then phased in, with space being rented commercially until needed.

Still, few parents in St. Lawrence could afford the costs of commercial day care and most would have to be subsidized to use it. If this is the case, it would be more reasonable to subsidize parent-controlled centres for which capital grants are available. The only real control in a commercial centre is not to use it and working parents in St. Lawrence should not be forced to use a commercial centre because no other alternatives are available. (It is unlikely that a large commercial centre could be established unless alternatives were limited.)

Recognizing that child care services play an important role in transmitting and developing community values and beliefs and that these services should be accessible to parent control, it is recommended that encouragement should be given in St. Lawrence to child care sponsors and programs which have the most potential for parent control while still satisfying child care needs. The following alternatives should be considered in order of priority:

1. The City should encourage the development of one or more parent-controlled child care centres in the first phase of St. Lawrence. These centres could be cooperatives with parental labour, centres with hired staff or a combination of both. This development can be encouraged by:
 - a) identifying and contacting future residents who might be interested in the provision of child care;
 - b) contacting those groups and individuals in the Toronto community who could assist in organizing and planning child care services; and
 - c) exploring funding mechanisms with the Ministry of Community and Social Services to cover the capital costs for child care facilities.
2. Failing the development of plans for a parent-controlled centre(s), the Metro Department of Social Services should be contacted to initiate detailed planning for child care services as development parcels become available. It is anticipated that the minimum initial requirement for child care in St. Lawrence will be 75 children from 6 weeks to 9 years old on a full-day basis. Metro should be encouraged to involve interested future residents in all phases of its planning for child care in St. Lawrence following the steps outlined above.

3. Private, non-profit groups should be contacted, particularly for their support in developing child care services other than full-day care.

Consideration should not be given to the establishment of a commercial child care centre in St. Lawrence as the above alternatives should take care of child care needs while allowing for maximum responsiveness to the community.

Integration of Child Care with Other Services and the Community:

There are many benefits in terms of the responsiveness and quality of service to be gained from the integration of child care services into the community. Integration with the following services has been considered:

1. Housing: Discussions with both providers and users of child care services suggest that the highest priority should be given to integrating child care services into the residential environment. The ideal location for working parents was seen to be somewhere between the home and the nearest access point for public transit, thus enabling parents to drop off children on route to work. The benefits to children of neighbourhood-based child care facilities include the elimination of tedious daily travelling and the opportunity to develop and maintain friendships in the neighbourhood.

Possibilities for the integration of child care within the residential areas of St. Lawrence include:

- a) Large Townhouses at grade can be used for infant day care, nursing care, or other services such as private home day care. With a play yard of 40 square feet per infant (as required by Provincial regulations), a large townhouse has all the necessary facilities and space for a maximum of 12 to 15 infants. The advantages of using townhouses include:
 - i) the provision of a "home-like" environment for very young children;
 - ii) flexibility in location - it is relatively simple to relocate and convert to housing as demands change; and
 - iii) immediate availability as housing is built.

With adequate soundproofing between units and sensitive landscaping, this service is more likely to engender the cooperation rather than the complaints of neighbouring families.

- b) Other forms of housing, in particular non-profit and cooperative sponsored housing, may also provide suitable locations for child care services. Provincial funding priorities are such that day care centres are most likely to be integrated in this way.

To facilitate this process, the housing sponsor should include in the letters patent of the group that the provision of day care is one of its purposes. Alternatively, in order to take advantage of provincial capital funding grants, the housing group would have to initiate the formation of a community controlled Board for a day care centre. Control in this case means 51 per cent or more parents on the Board of a legally incorporated group.

It is essential that day care services be accessible to the whole community and be located in space considered to be community wide. This is to ensure continued use of any specially designed facility as the population of a particular building or housing cluster matures and also to avoid placing the burden of paying for the cost of the space on a limited number of people. These facilities should be designed for physical and psychological accessibility allowing some separation from the housing to avoid nuisance and the possibility of future conversions to other uses.

- c) Privately arranged child care and approved private home day care both depend heavily on the housing environment. The design and provision of both indoor and outdoor common play space in residential buildings or clusters is essential to assisting these child care networks. Common play spaces allow for an enriched environment outside the home and can encourage the development of cooperation and assistance between otherwise isolated child care providers.

Flexibility in the internal arrangement of dwelling units would also assist the private day care network.

2. Schools: Provision of child care services in close proximity to schools is advantageous to parents who have children of both pre-school day care and elementary school age allowing them to escort all their children together. Metro day care centres which provide school-age day care are best located adjacent to schools as provincial regulations require that day care staff escort children to and from the school in the morning, at lunch time and after school. In addition to simple convenience, physical proximity allows for the development of joint programs and the exploration of common concerns for particular children.

Integration of child care facilities within the school building is being attempted in older, inner city schools which have empty classrooms. This will not be exactly the case in St. Lawrence but day care could be integrated into the new community/school recreation centre as outlined below.

3. Parks/Playgrounds: The Provincial regulations for day nurseries demand a minimum play space of 40 square feet for each child under two years of age (separated from the play space of older children), 60 square feet for each child from two to six, and 75 square feet for each child from six to nine. For a typical new Metro day care centre with some 75 children from six weeks to nine years, approximately 5,000 square feet is required.

With sensitive design, park and playground areas, which will be at a premium in St. Lawrence, can be jointly used by child care services, schools and the community. If this is the case, some of the park/playground space must be immediately adjacent to any major child care facility.

4. Senior Citizen Housing: Although child care facilities should not be located within housing clusters reserved exclusively for senior citizens, provision of child care facilities within reasonable proximity to seniors housing may allow for mutually beneficial interaction.

Participation by seniors may range from volunteer or paid assistance in child care centres as arranged with parents and staff, or less active forms of involvement such as being able to watch children's outdoor play. Additionally, the system of private child care arrangements can be assisted by helping extended family networks to develop in St. Lawrence - e.g. priority in seniors' housing might be given to persons who will serve as the day care provider for a family living in St. Lawrence. A range of housing options for senior citizens and self-selection of units, insofar as possible, would also assist this process.

5. Community/Commercial Facilities: As noted above, the network of child care services and private arrangements should be assisted by providing emergency and drop-off services in commercial and community facilities. Day care or nursery facilities could also be easily integrated into community or commercial space if proximity to housing, schools, and outdoor play space can be maintained.

The provision of child care in conjunction with either the community/school recreation facility or the multi-service centre has the additional advantage of the possibility for shared use and shared cost of space, thus reducing costs to the partners in such a scheme. The child care facility may also be able to assist with drop-off or emergency assistance. The whole range of child care services and private arrangements might additionally be supported through the information centre.

6. Place of Work: The primary advantage of child care being provided at or near a person's place of work rather than near their home, is that some contact between the children and parents is possible during the day. Among the disadvantages are:

- a) children are removed from their neighbourhood and friends;
- b) children usually must travel much greater distances daily;
- c) children may be exposed to many forms of pollution; and
- d) parents can become locked into poor jobs because alternate day care facilities are not available.

Some people will work in St. Lawrence or the immediate vicinity and so be able to enjoy the convenience of child care facilities near their homes which are incidentally also near their place of work. St. Lawrence should not, however, be seen as a place to provide child care services for people working in the core area but living elsewhere. Rather, child care should be encouraged in people's own neighbourhoods. Business and industry should assume a greater role in supporting neighbourhood-based child care through sponsorship, scholarships, or grants to employees and child care centres.

Considering the possibilities for integration of child care with other services and with the St. Lawrence community, it is recommended that:

1. Priority should be given to providing child care services for St. Lawrence within the residential areas of the neighbourhood. Large townhouses, community space within particular housing clusters, and common indoor and outdoor play areas should all be seen as components of a residentially-based child care network.
2. Equal consideration should also be given to locating child care facilities in close proximity to schools and parks, and in conjunction with community facilities.
3. Assistance should be given to the role senior citizens might have in participating in child care, particularly private arrangements, by aiding the development of extended family networks in St. Lawrence.
4. Provision should be made for drop-off child care services in the design of community and commercial facilities.
5. Child care services should not be operated so as to encourage their use by people working in the City core but not living in St. Lawrence. The City should instead encourage the establishment of neighbourhood-based child care and press business and industry to assume more of the responsibility for supporting this development, particularly in St. Lawrence.

Employment:

Full control of services by the community requires (among other things) that the community should have the capacity to staff these services. The structure of employment in child care services is such that this objective is realizable.

Group child care work, although established as a distinct "professional" activity for many years, has only recently expanded considerably and so has become more generally recognized as requiring some specialized training. The relative immaturity of this profession and the general acceptance of the belief that parents and other adults can have a substantial role to play in child care, leaves open numerous opportunities for St. Lawrence residents to be employed in child care services. Three groups of child care workers and associated job opportunities can be recognized:

1. Trained child care workers usually have certificates in Early Childhood Education from a community college or perhaps more extensive academic qualifications. Starting salaries range from \$7,500 to \$9,000 and in Metro centres, the highest salary is about \$12,000 annually. The low salaries and limited opportunities for advancement have perpetuated a situation in which mostly women are employed as trained child care workers. Men are encouraged to enter this field in order to provide "male role models" but with little success so far. Salaries are such that trained child care workers could be residents of subsidized or other forms of housing in St. Lawrence.
2. Partially trained child care workers are people who have the capabilities to be successful in working with young children but because of their lack of training do not qualify as fully-trained. Many child care centres, including Metro centres which hire partially-trained "casual" staff, already depend on these people to work with trained staff. This arrangement is generally found to be acceptable and quite successful.

Half or more of the staff of a day care centre could be partially trained (including maintenance and kitchen workers). Provincial regulations require that about one-half of the child care workers be fully trained. In combination with part-time academic training, child care jobs could provide the opportunity for some residents of St. Lawrence to become fully-trained child care workers. Their partially-trained status should not however be used as an excuse for even poorer pay scales than already exist for fully-trained staff.

3. Untrained child care providers make up most of the "staff" in both private arrangements and private home day care. These people may have some experience but usually do not have any formal training. Earnings are usually quite low but can be an important supplement to welfare benefits. Untrained people may also assist in the provision of partial services such as drop-off or emergency care.

St. Lawrence residents can take advantage of existing programs at George Brown College to become trained child care workers through full or part-time education. Additionally, the College could be requested to provide some support services for privately arranged or private home day care in St. Lawrence, such as the use of student interns to back up child care providers and the development of education programs for untrained child care providers.

The opportunities for community control of child care services can be enhanced by employing St. Lawrence residents in these services. The structure of child care employment opportunities is such that this is a realizable objective. Therefore, it is recommended that:

1. Priority should be given to employing residents of St. Lawrence in all child care staff positions up to the limits imposed by Provincial regulations.
2. Any trained staff which initially might have to come from outside the community should be willing and capable of assisting in on-the-job training of St. Lawrence residents.
3. George Brown College should be approached both to assist in training St. Lawrence residents for child care service jobs and to assist in the development of back-up and education services to privately arranged, private home day care and other child care services.

Physical Design/Site Planning

All new child care centres must comply with the requirements of The Day Nursery Act and Regulations. Before a new building is constructed or an existing one renovated (for which an operating license and/or capital grants are requested), plans must be submitted to, and approved by, the Ministry of Community and Social Services as well as the local Board of Health and Fire officials.

In addition to the outdoor play space required (as outlined above), each day care centre requires, among other features:

- a kitchen
- an office
- a temporary isolation room
- activity room space of a minimum of 30 square feet of floor space and 250 cubic feet of air space for every child enrolled.
- a minimum of one sleeping room for every 10 children under two years of age.
- all rooms to be used by children under six years of age are to be on or below the second floor.
- children six to nine years are to be on or below the third storey.
- separate playrooms for different ages of children.
- separate storage rooms for indoor equipment and supplies, outdoor equipment, caretaker's supplies, and food storage.

In addition to the requirements for integration with the community and other social services as outlined above, site planning for the first phase of St. Lawrence should allow for the possibility of at least one day care centre for 50 to 75 children and one or more infant centres in townhouses in conformity with Ministry regulations; and the provision of common indoor and outdoor play spaces in family housing clusters.

Site planning for subsequent phases should take into account the needs of future residents for a variety of child care services.

Summary Recommendations

Provision should be made in the ongoing planning of St. Lawrence for the development of a comprehensive network of child care services and private child care arrangements based on the financial needs of working parents, children's development needs, and parents' demands for the freedom to pursue individual activities.

Priority should be given to encouraging parent-controlled centres in the development of the child care network which should be able to satisfy an anticipated demand for up to 75 children from six weeks to nine years of age in full-day child care in the initial developments in St. Lawrence. A Metro day care centre might alternatively be established with parent involvement in all phases of its development. Priority should be given to employing residents of St. Lawrence in these and all other child care services.

The development of the child care network and its integration with other parts of the St. Lawrence neighbourhood should then follow the detailed recommendations outlined in this section.

2.4 SENIORS

I. Needs and Services

A. General Needs and Services

Needs

Society tends to stereotype senior citizens, attributing many unique characteristics to them, rather than perceiving them as individuals with the same general needs as other age groups in society. Typically, services for seniors tend to attempt to respond to these perceived unique needs. Specifically, being old is felt to imply possession of the following general characteristics:

1. Age discrimination, the decline of the extended family and societal attitudes have fostered feelings of alienation from the main stream of society.
2. As the nuclear family ages and decreases contacts, and as friends and relatives die, seniors become socially isolated and feelings of loneliness increase.
3. After retirement, many seniors feel that they have ceased to be "useful" members of society - they feel that they are marking time, or even that they are parasites who no longer contribute anything to their own well-being or to societal development.
4. The process of aging, and the fear of injury, lead to physical immobility among seniors. As the world of the senior becomes increasingly smaller, it becomes important that recreation, stores, friends, etc. are located nearby.
5. There is a great need to reduce economic hardship among seniors, many of whom live on incomes below the poverty line. This situation has been compounded in recent years by the effect of inflation on fixed incomes.

Each of these characteristics may be an accurate description of a few senior citizens. However, the majority of seniors would not appear to be this isolated, lonely, and alienated - services based on these stereotyped needs often do not meet the real

needs of many seniors. In general, it is probably valid to assert that services for seniors do not provide them with opportunities to continue to develop their potentials, and to continue to contribute to society in a positive way.

Services

Present programming for seniors tends to attempt to deal with the perceived needs of seniors - i.e. loneliness, alienation lack of usefulness, immobility, and economic hardship. These programs typically provide entertainment and timefilling activities that get seniors out of their apartments and involve them with their peer group. But, there is a general lack of activities which engage seniors in socially useful functions, and provide opportunities for seniors to improve their economic situations. A program of use of seniors as volunteers and part or full-time employees in community-run services could create opportunities for seniors to engage in socially useful (and for some, economically helpful) activities. Specifically, greater emphasis on user management and control of seniors' services would be desirable.

Even within the recreational sphere, few activities are of an intellectual nature. There should be greater emphasis on creative and intellectual activities in the design and provision of facilities and programs for seniors.

Most present programming tends to encourage segregation between seniors and other groups in society. Seniors, like other age groups in society, should have the opportunity to choose whether they wish to associate with their peer group, or with other age groups. Use of shared facilities, and flexible programming which could allow for integration of seniors services with general community services (if desired by seniors), can provide seniors with the opportunity for a choice between segregated and integrated services.

Specifically, there are four general areas of service needs for seniors - recreation, economics, health and housing.

B. Housing

Needs and Services

1. There is a great need to provide subsidized housing for senior citizens in Toronto. Presently, in Ontario, there are approximately ten low-income senior citizens for every one unit of senior citizens' housing (O.H.C., limited dividend, non-profit) available.* This situation grows worse with each year, as inflationary economic conditions reduce the real income of pensioners, and

* Estimated from reports on individual municipalities in "Housing the Elderly in Ontario", May, 1975, Ontario Welfare Council.

more of them are forced to vacate homes or cannot afford spiralling apartment rents. Senior citizens' groups lobby for changes in provincial and federal government policies, and they advocate that subsidy be provided to seniors to remain in their own homes - a program, they maintain, which would be at worst no more expensive than present seniors' housing programs. Thus far, there has been little governmental responsiveness. Therefore, subsidized housing sponsored by Metro Senior Citizens Housing Corp., or built under Section 15 of The N.H.A., are the only providers of accommodation to the large number of seniors in financial need.

2. However, despite great need, it is felt that it would be undesirable both for senior citizens and other residents, to develop a community in which a large percentage of the population are over the age of sixty. Arguments for maintaining an age mix in a community are similar to those given for income mix (see Social Character and Income Mix). There is general agreement that seniors should compose the same percentage of a community that they do of the general population - that is, 8 per cent to 10 per cent.

This criterion has been adopted as the standard of the project, and it is reflected in the preliminary statements on population profile in St. Lawrence, where it has been estimated that 20 per cent of the units (which translates to 10 per cent of the population) will be occupied by senior citizens.

3. The Ontario Welfare Council has asserted that "freedom to choose is the most important aspect of any consideration of housing for the elderly, and freedom to choose does not simply mean 'either or', it means 'variety'".* In St. Lawrence, seniors should have access to all types of accommodation.

There are four possible types of accommodation in which seniors will be house-clustered** within the subsidized housing; clustered in third sector and market accommodation; Metro Senior Citizens Housing; and third sector senior citizens' housing (built under Section 15 of The N.H.A.).

* Ibid P. 3

** Clustering refers to the grouping of several seniors together, while maintaining an overall age mix. For example, in a block of housing containing 100 units, 20 - 30 units could be allocated to seniors, while the remaining units are occupied by other age groups.

Although all these types of housing are being considered, there has, as yet, been no decision as to the sponsors, or the amount of accommodation to be supplied for seniors in each type.

4. While advocating a principle of choice of accommodation for seniors, it must be asserted that it is desirable that seniors housing conform to certain design characteristics which accommodate their lifestyles and needs.

Elsewhere in this report (see Social Character and Income Mix), it was recommended that "the sprinkling of very small groups or individuals of any particular age or income level should be avoided, as should an overconcentration of any particular group". In keeping with this assertion, the following recommendations are made:

- a) Seniors-only housing, of the type built by Metro Seniors Housing, or a third sector sponsor of seniors housing, should be built in medium-sized (i.e. 150-200 units) blocks, each with its own recreational facility. It would not be desirable to build one large (i.e. 600-700 units) seniors building in St. Lawrence, as this would tend to segregate, and isolate seniors, cutting them off from the rest of the community.
- b) Many seniors do not want, or do not qualify financially, to live in a seniors-only building, such as Metro Senior Citizens Housing or third sector seniors housing. However, random dispersal of seniors within other forms of accommodation can heighten problems of loneliness and isolation. Because of the attitudes towards old age in our society, seniors are often ignored and discriminated against by younger people. Therefore, it would be desirable to cluster seniors who do not live in seniors-only accommodation.

If small clusters of this sort are built, special design features, taking into account seniors needs and lifestyle, should be incorporated. For example, shared space with young children (such as common corridors) should be avoided so that potential conflicts over noise and activity are minimized. Seniors units could be clustered together on separate floors, and could have separate access.

In addition, because of age and physical immobility, seniors units would best be located at grade. If not, access to their units must be by elevators, rather than stairs.

C. Recreation

Needs

1. General recreational space for meetings, sedentary activities (e.g. reading clubs, knitting ,etc.), activities which do not require specially installed equipment (e.g. dance classes, oil painting, etc.).
2. Access to community athletic facilities (e.g. swim classes, bowling, etc.).
3. Access to community craft and artisan shops (e.g. ceramics, woodworking, metal working, etc.).
4. Easy access to community parks.
5. Easy access to transportation facilities to reach recreational facilities located more than 4 - 5 blocks (at grade) from majority of seniors' residences.
6. Library or library service which takes seniors' interests into account in book selection, and which provides a selection of big-print books.
7. Community college courses which are geared to seniors' interests.
3. Staff to teach and/or manage organized activities.

Services

1. Most recreational services aim at decreasing the alienation and loneliness of old age, and of compensating for immobility. Presently, there are a large number of organizations, both private and public, which operate programs designed to meet the recreational needs of seniors. Most of these groups are locally-oriented, and do not attempt to provide generalized services over large areas. Their funding comes primarily from the United Way, New Horizons, and The Elderly Persons Centres Act, and many were established in response

to specific local initiative. Therefore, in St. Lawrence, it is to be expected that specific recreational services will evolve as seniors move on-site, and as initiatives develop to set up activities.

There are several umbrella organizations to which many of the groups providing recreational and other services belong, and who can be helpful in setting up local groups.*

2. There are a number of private groups which are direct providers of recreational services for seniors. For example, in Toronto, the Second Mile Club has a Metro-wide membership and operates out of a central clubhouse and a number of satellite centres. This organization is funded by the U.C.F., operates through use of volunteer help, charges a membership fee and has a Board which is not representative of the users, or the general community. Organizations such as the Second Mile Club may wish to locate on-site, if they perceive a need and demand for their services. Should any private or public group which is not community based, but which is involved in direct delivery of service, wish to become involved in St. Lawrence, it is recommended that the conditions of their involvement be decided upon by the future users of the service.

* The Metro Toronto Council of Senior Citizens (which is part of the United Senior Citizens of Ontario) has 187 affiliated member groups and aims at lobbying government for changes in legislation affecting seniors, and in dispersing information on problems of seniors to the public. Community Care Services Incorporated has 19 funded and 15 non-funded member groups, and its mandate includes integrating and co-ordinating services for seniors at the community level. Both of these organizations are active in providing information and aiding in the development of seniors' groups.

3. Some communities, such as Regent Park, operate adult recreational centres which provide space, equipment (e.g. games, fix-it shops), organized activities (e.g. trips off-site) and staff. Many of these are operated specifically for seniors (most common are church sponsored drop-in centres). Regent Park's centre serves anyone over the age of 21, and is funded by the Toronto Parks and Recreation Department as an experimental program.
4. Community organizations, such as West Metro Senior Citizens, providing a number of services for seniors, some of which may be recreational, can apply to the Ministry of Community and Social Services to be funded as Elderly Persons Centres. The term "Elderly Persons Centre" means that the group has been funded under The Elderly Persons Centre Act.
5. Recreational facilities are generally built into Metro Senior Citizens Housing, and third sector seniors' housing.

Metro Senior Citizens Housing provides at least one general room which can be used for recreational activities (that do not require specially installed equipment), social affairs, religious services, meetings, etc. However, there is no funding provision for staff to teach and/or organize recreational activities. A Board, composed of seniors living in the accommodation, manages the use of the recreational space.

Third sector seniors housing is typically sponsored by religious or service groups, and can avail itself of their resources, especially volunteers. Recreational facilities are provided and generally volunteer or paid staff is available for organizing and instructing in activities.

6. The closest branch of the Toronto Public Library to St. Lawrence is the Parliament-Gerrard Branch. This location is undesirably far from the site - especially for seniors and young children.

Elsewhere in this report, it has been recommended that the Library Board be approached and requested to fund the building of a library in St. Lawrence. Failing the realization of an agreement to build a full-service

library in St. Lawrence, the Library Board should be approached to provide temporary and mobile services. The Library has two programs to provide partial service - a library-on-wheels which can visit areas for 2 or 3 hours per week and carries a general selection of books; and deposit collections which are placed in community-provided facilities, and are rotated at intervals. The latter program is specially geared for senior citizens, as they are the group most often requesting the service. A deposit collection is given after a request from a group has been made, and has been evaluated. The group requesting the service must make available both space and staff to look after the books. These collections include big print books and books on tape and book selection is designed to meet seniors' interests. In addition, the Library runs a program of book lending for shut-ins. If no full-service library is built, a deposit collection would seem to be the most appropriate method of providing library service for seniors. Therefore it is recommended that space be set aside for a deposit collection within seniors' recreational space, and that a committee of seniors approach the Library Board to arrange for such a service if they desire it.

7. George Brown Community College is the nearest adult educational facility to the St. Lawrence site. George Brown responds to community interests in designing its program, and would be amenable to considering seniors' requests for courses. In addition, George Brown offers reduced rates to seniors who wish to enroll in any of their courses. As with specific recreational interests, seniors' programs at George Brown would depend on seniors in St. Lawrence making their wishes known either as an organized group, or as individuals.
8. Seniors should have access to the general recreational facilities in St. Lawrence and their interests should be considered in the design, management and programming of these services. These facilities are discussed more fully elsewhere in this report (see Recreation).

D. Economics

Needs

1. Income maintenance such as subsidized housing, Canada Pension Plan, and the Income Supplement Program.
2. Legal aid, especially for making of wills and disposition of resources.
3. Opportunities for economic improvement such as part or full-time employment, co-operative ventures, etc.

Services

1. Income maintenance programs for seniors are the Canada Pension Plan, and the Income Supplement Program. Both of these programs are administered by the Federal government from central Toronto offices. There seems little need of locating the administration of these services on-site. However, information regarding their provisions (especially the Income Maintenance Program) should be situated in a community information centre.
2. Many seniors would benefit from Legal Aid services, especially for help in drawing up wills. Legal aid operates night clinics throughout Metro, which are staffed by a lawyer who provides legal advice and refers problems to appropriate agencies. Services are usually provided for 2 - 3 hours per week, and the group requesting the service must supply accommodation. It is expected that legal aid services will be requested by the community once a significant population is in need of the service. General community space (or seniors' recreational space) could be used for this service.
3. Even with subsidized housing, C.P.P. and Income Supplement, many seniors experience economic hardship. Because of these economic needs, and because of the need to develop programs providing seniors with the opportunity to engage in socially useful functions, it is recommended that a program be developed whereby seniors and other community residents can qualify for part or full-time employment in the social services network.

Seniors could be employed as craft and artisan instructors, as part or full-time help in child-care, as organizers and teachers in recreational programs (both their own and community programs), as receptionists in the Community Health Clinic, etc.

Such an employment program should be accompanied by a volunteer program, whereby seniors can utilize their knowledge, skills and experience in community programs. A volunteer program would make use of available community resource people in the support system of the social service network - rather than using outside volunteers. A volunteer system would probably engage more people (than the employment program) in the community activities, and would not require large funding sources. As with the employment program, it would provide an opportunity for seniors to perform useful functions in society.

Programs of using seniors as employees and volunteers in their own and other social services are advocated by a number of major service organizations, such as Community Care Inc., Pensioners Concerned Canada Ltd., the United Senior Citizens of Ontario, etc. There are programs presently operating in Toronto which use seniors in volunteer roles. As yet, however, there are few examples of seniors being paid for their work.

In addition to employment, there are other strategies that can be developed to help seniors improve their economic situation. Some private seniors' housing projects operate co-op stores which sell food, crafts, stationery items, etc. There might be general community interest in this type of venture.

The successful development of such programs will depend on resident demands, program and management design, and management structure (especially who controls hiring and firing). It is expected that future residents will have a great deal of control over the design of all these elements (see Participation). Therefore, it is recommended that the development of a program of use of seniors as volunteers and paid employees in the social service system, and especially in those programs servicing seniors, be one of the major questions pursued by the resident committee designing services for seniors.

E. Health

Needs

1. Because seniors need medical care more frequently than other age groups, and because of their immobility, and the fears many of them have for their health, there needs to be some medical care immediately available to them on-site in St. Lawrence.
2. Many of the demands seniors put on the health system are essentially non-medical in origin - they are psychological problems developing from loneliness, inactivity and alienation. Therefore, there should be close links between the health facilities and other services for seniors, so that non-medical problems can be dealt with in an appropriate way.
3. Because of immobility and physical incapacities (temporary or permanent), seniors need some health programs which provide home service, such as house calls, meals-on-wheels, visiting homemakers, home-care, etc. Extended care is needed by those who are permanently incapacitated, either mentally or physically.
4. There needs to be easy access to the emergency department of a hospital for crisis medical treatment.

Services

1. St. Michael's Hospital will be the closest crisis medical facility and is within reasonable access to the residents of St. Lawrence.
2. Elsewhere in this report (see Health), it has been recommended that a Community Health Clinic be developed in St. Lawrence to meet the primary health care needs of the residents. Such a health clinic would be satisfactory for meeting the day-to-day health needs of seniors.
3. Public health nurses (whether attached to the health clinic, or to the schools) provide services for seniors such as short-term at-home care, home visiting, and referrals to other agencies. St. Lawrence will fall within the Moss Park District of the Public Health Department, and it is expected that it will eventually be allotted at least one team (about five nurses) of public health nurses.

4. Metro Senior Citizens' Housing includes a medical suite, which is made available to doctors in private practice who come in for a few hours per week. There is no staff or other funding provided. It is recommended that Metro Senior Citizens Housing be approached to enter into a cost-sharing arrangement whereby they contribute a comparable amount in capital or leasing costs to the community health clinic, rather than provide this separate facility (see Health for further discussion). Such an arrangement would provide seniors with extensive on-site health facilities, and would integrate health services in St. Lawrence. The same arrangement should be made as part of the development agreement with any third sector sponsor of seniors housing.
5. Medical facilities in third sector seniors housing can range from none to nursing floors - it depends on the sponsor and the size of the development. Much of the current church - sponsored housing is high density and includes one or more nursing floors.

Provision of a range of accommodation for all life-stages is a major factor contributing to the development of a sense of community in St. Lawrence. Therefore, it would be desirable to provide facilities for physically and mentally disabled seniors, so that they do not have to remove themselves from the community when their health begins to fail.

Achievement of this goal is not feasible, given the projected size of the seniors population in St. Lawrence, and the need to maintain desirable standards of density. The projected size of the senior population (10 per cent of total - about 800) does not make it realistic to plan for the building of a "Home for the Aged" in St. Lawrence. Third sector seniors housing with nursing facilities would not be a desirable alternative because of the high density usually associated with it - i.e. a trade-off between providing nursing facilities, and altering desirable standards of density in St. Lawrence, is not acceptable.

There are a number of health-related at-home services which are provided for people with physical disabilities (either temporary or permanent), but who can continue to live at home. The visiting homemaker and visiting nurse services of the provincial government are available at a cost (which varies according to need) - the latter, on

recommendation from a physician. The provincial home care program comes under O.H.I.P. and qualification is also by recommendation of a physician. Referrals for such services can be made through the community health clinic and/or the public health nurse.

Most of the meals-on-wheels groups in Toronto are co-ordinated under Community Care Services Inc., which provides help in organizing new groups. As the senior population in St. Lawrence increases, the community may develop its own meals-on-wheels program. In the interim, those in need can be serviced by groups operating in the areas immediately adjacent to St. Lawrence.

II. Funding

A. Capital Expenditures

1. Metro Senior Citizens Housing should be approached to enter into a cost-sharing arrangement whereby they contribute a comparable amount in capital or leasing expenses for the building of a community health clinic, rather than provide a separate medical facility. Any third sector sponsor of seniors housing should be approached to enter into a similar agreement.

The responsibility for the rest of the cost of building the health facility should be assumed by the City of Toronto (see Health for further discussion).

2. Metro Senior Citizens Housing builds a general recreational room within its facility for use of residents of the building.

If a number of medium sized blocks of Metro Senior Citizens Housing are built, it is recommended that there be a recreational facility built into each one, and that the residents management committees open the use of these facilities to all seniors living in St. Lawrence. Any third sector sponsor of seniors housing should be approached and requested to build similar sized housing blocks with comparable recreational facilities to those found in Metro Senior Citizens Housing.

3. Capital funding for community recreational space (which will be used by seniors) will come from a variety of sources, mainly the Department of Parks and Recreation, and the Board of Education (see Recreation for further discussion).
4. The Elderly Persons Centre Act, administered by the Senior Citizens Branch of the Ministry of Community and Social Services, provides that groups who have received approval as Elderly Persons' Centres (approval contingent on prior receipt of funding from the municipality) can apply for capital funding from the Province. If granted, the group applying receives 20 per cent of the sum from the province, contingent upon their having received 30 per cent of the sum from the municipality, and having raised 50 per cent of the sum themselves. There is no maximum to the provinces' contribution. Presently, the Ministry's capital funding budget, which is not large, is totally committed for the next two years. In addition, the Ministry is now evaluating project applications carefully because of new budgetary restraints, and it is felt that in the past, too much of the money has been allocated to the Metro area. Therefore, it would not appear that the Elderly Persons Centres Act is a particularly promising source for capital funding grants.

B. Operating Expenditures

1. Operating expenses for the community health clinic would be funded through the Ministry of Health (see Health). The public health nurses are paid by the Department of Public Health.
2. Staffing for community recreational facilities would be funded through the Department of Parks and Recreation and other sources (see Recreation).
3. L.I.P. and C.Y.C. grants are available to individuals and groups who get approval for specific programs. Many seniors' activities are funded in this manner. However, these funding sources are short-term and unstable.

4. Funding for staff and programs for seniors is available through operating grants under the Elderly Persons Centre Act. Designation as an Elderly Persons Centre is achieved when municipal funding is granted. Having achieved this designation, a group can then make application to the Senior Citizens Branch of the Ministry of Community and Social Services for operating and/or capital funding grants. The group must have received the 20 per cent municipal grant prior to applying to the province. If approved, the Ministry funds 50 per cent of the request (to a maximum of \$15,000 per year), contingent on the group having received 20 per cent from the municipality and having raised 30 per cent on its own. The funding procedure is fairly complicated - the group draws up an application and meets with consultants to discuss it (two consultants from the Senior Citizens Branch are located in the Metro District Offices of the Ministry of Community and Social Services); following this first meeting, there are nine more stages which a group must follow before the Ministry makes a decision. The Ministry evaluates the application on three criteria - it does a sociological survey and need study to determine the kinds and numbers of seniors (people over 60) who might be served by the proposed centre; it evaluates the program brief submitted by the applicants; and it does a financial feasibility study on the four-year projected budget submitted by the applicants. At the end of this ten-step process, the Ministry makes a decision about funding.

It is expected that St. Lawrence would qualify on the first of the Ministry's criteria, as there will be an acceptable number of seniors and no presently operating programs. However, success in being awarded Ministry funding depends very much on the program and budget submitted and the securing of the other 50 per cent of the funding. Groups receiving Ministry funding, such as the West Metro Senior Citizens, have found difficulty in raising the 30 per cent on their own through donations and private drives. West Metro Senior Citizens has never raised the whole 30 per cent - this year, they are attempting to get a United Way grant to pay most of their portion.

Despite these difficulties, the Elderly Persons Centre Act remains the largest permanent public funding source for operation of senior citizens activities. It could provide funding for staff and programming for activities in the seniors recreational space in St. Lawrence. However, because of the complex and long-range nature of program and budget design demanded from applicants, it may not be feasible to make successful application during the initial stages of habitation in St. Lawrence. Nevertheless, it is recommended that the residents' committee dealing with seniors evaluate the desirability and feasibility of gaining Ministry funding at the outset. Because of the difficulty for any group in raising 30 per cent of the money on their own, it is recommended that the City of Toronto consider guaranteeing more than 20 per cent of the funding if application is made.

5. The federal government provides short-term funding for seniors' groups under the New Horizons program. In order to qualify for a New Horizons grant, a group must have a Board of Directors (a minimum of 10 people), and the program must be run and devised by seniors. The amount of the grant depends on the number of people involved in the group, and/or the number of people served by the group. A New Horizons grant cannot be used to fund bus trips, to do expensive renovations, to pay for capital expenses, to pay salaries to the participants (i.e. those people that make the application and sit on the Board), or to pay salaries alone. The grant can be used to pay salaries to support staff, and to pay either for small renovations or for rent (but not both, and not over a long-term). The money is granted for an eighteen-month period, with the potential for (but no guarantee of) renewal for an additional eighteen months. The maximum term of the grant is 36 months - after this, the group is expected to have secured some other form of funding. In fact, many groups fold when their grant runs out as they are unable to find alternate funding sources. Typically, groups receiving a New Horizons grant offer recreational services, and run drop-in centres and seniors day-care.

A New Horizons grant would be useful for establishing seniors' programs in the initial phases of development in St. Lawrence. After 1½ to 3 years, it could be expected that organization and management of seniors activities would be advanced enough that funding under the Elderly Persons Centre Act could be pursued. However, decisions as to when to approach these funding sources should be left to the users. It is recommended that a committee of residents dealing with seniors evaluate the various funding sources at the outset. It is also recommended that they consider making application for a New Horizons grant to cover operating expenses in the initial phases of the development of St. Lawrence.

6. The United Community Fund (or United Way) is a potential source of funding for seniors' programs. Their money tends to be already fully committed to established services - it is difficult for a new group to get U.C.F. funding. In addition, some groups interviewed, who have or are trying to get funding, expressed the view that U.C.F. tends to grant initial funding to groups who are already established and providing a service (U.C.F. only funds groups who are service providers), but who are desperate for money and have no other funding source to continue operation of their services. Therefore, U.C.F. does not seem to be a promising source of funding for the initiation of programs - though they seem more promising to fund programs already established by short-term grants.
7. Few of the funding sources above are exclusive providers of money for all programs that a group may wish to operate. Typically, groups apply to all of them, and piece together funding from a number of sources to provide operating costs for their total program.

Given the complicated procedures entailed in qualifying for most of these funding programs, it is recommended that the City of Toronto consider funding the operating costs of seniors programs, and then negotiate with other levels of government for funding grants.

III. Participation, Management and Implementation Strategies

1. Following the participatory strategy to be pursued in all social services (see Participation), residents interested in developing services for seniors should be contacted as soon as possible from the waiting lists for housing. It would be expected that most potential residents recruited will be seniors themselves - a great many of them can be contacted from City of Toronto and Metro Senior Citizens Housing lists. If not, efforts should be made to ensure that a majority of this committee be composed of potential users of seniors services.
2. This seniors committee would have the responsibility of articulating seniors interests, and providing for seniors' participation in all relevant services areas. For seniors, it would seem that the most important of these service areas would be recreation, health, and housing management, although there will probably be some interest in social welfare, and education.

Advocating a separate seniors committee is not meant to imply that seniors services and activities should be separated from those of the rest of the community. In the next section of this report, the desirability of integration between programs for seniors and community programs is explored. Within the fields of health and social welfare, achievement of such integration in participation and management does not seem to present any real problems.

It is likely that there will be a physical separation between seniors recreational facilities and community recreational facilities, and that there will be a time lag in the building of the facilities (present phasing estimates seem to indicate that major concentrations of seniors housing will be built before any extensive recreational facilities). Because of factors such as physical immobility, scheduling of activities (most seniors are available for activities all day, but retire early), special needs and interests, probable proximity of facilities to the majority of seniors accommodation (whether Metro Senior Citizens Housing, or third sector seniors housing), and conditions attached to some sources of operating funding, it seems desirable (and maybe necessary) to plan on locating as much of seniors recreational activities as is possible in the seniors recreational spaces.

As a result, it would be desirable at the outset to approach the programming and perhaps the management of the seniors recreational facilities separately from the community recreational facilities. Likewise, there may be some aspects of housing management that should be dealt with separately.

Therefore, it is recommended that a separate seniors committee be organized to provide for participation in the planning of programs and management of all relevant services, but especially to deal with aspects of recreation and housing management that are particular to seniors.

3. This committee should consider the following issues:

- design of management structures for seniors recreational rooms;
- decision as to who will have access to seniors recreational rooms;
- setting up of liaison and co-ordination between the seniors' committee and other service-area committees (especially recreation, health, housing management);
- design of all aspects of programming for seniors, especially the use of the seniors recreational rooms;
- consideration of housing management issues which are particular to seniors;
- participation in physical design of seniors' housing and facilities;
- evaluation of funding sources and application for funding;
- design of inter-relationships between management structure of seniors' facilities and community recreational facilities;
- consideration of ways in which management of seniors' activities can be co-ordinated or integrated with management structures of all other social services;
- exploration of possibilities for establishing volunteer and employment programs, and other economic strategies.

4. From the outset, efforts should be made to ensure that the seniors' recreational facilities will be open to all seniors in St. Lawrence, and that all their views are represented in the design and management process. Metro Senior Citizens Housing (or a third sector seniors housing sponsor) may insist that only residents of its accommodation be permitted to manage it. When this issue was raised to a representative of Metro Senior Citizens Housing, the reply given was that since residents would have self-management of the facility, it would be their decision as to who could use it. It is recommended that the first task of a seniors committee be to make a decision as to who will have access to the programs and management of the facilities. Although it is the residents' decision, it is recommended that the seniors committee make the facilities open to all seniors in St. Lawrence, and explore possibilities for making both the facilities and their programs available to everyone.
5. Another major consideration for the seniors' committee will be to design and arrange co-ordination of participation in planning and management between themselves, and other service-area committees. It is suggested that the seniors' committee consider a structure whereby members of their own committee sit on other service area committees (especially health, recreation and housing management), where they will represent the views of the seniors' committee in the planning for these service areas, and will report back to the seniors' committee on the activities of the other groups.
6. It is likely that a number of separate boards attached to specific services will evolve as the initial system of management of social services in St. Lawrence. As such, individual seniors, if they wish, might be involved in management of the health clinic, multi-service centre, etc. Unless the resident committees decide to delegate positions on the management structures of these service areas to specific interests (e.g. a position on the health board could be designated to be held by a senior), involvement by seniors on these boards would be at their own initiative.

7. The seniors' committee will have to design the management structure for the recreational facilities built in Metro Senior Citizens Housing (or in third sector seniors housing - whichever is the major provider of seniors housing). The first issue they should deal with is whether there will be a separate management structure for these facilities, or whether their management structures will be integrated with that of community recreational facilities. In making this decision, consideration will have to be given not only to the physical and program desirability of integration, but also to the implications on integration of conditions that some sources of operating funding for seniors' activities put on their grants (e.g. New Horizons money is awarded only to seniors groups, not to general groups providing services for seniors). For these, and reasons cited above (see 2 - this section), it seems desirable, at the outset, to attempt to develop separate management structures for the separate seniors' recreational spaces.

8. Both the seniors' committee at the outset, and the management structures when they evolve, will have to participate in the design of programs, the evaluation of and application to possible funding sources, and the hiring of staff.

The seniors' committee should attempt to involve service providers and knowledgeable people in the field, either as advisors or participants, in the design and implementation of these aspects. Many of the people contacted in the course of researching this study have expressed an interest in further participation (see Appendix 2 for list).

9. Once the management structures are operational, they will have responsibility for such functions as the design and operation of programs, the securing of long-term funding, the hiring and firing of staff, liaison with other service managements, ordering and budgeting, etc.

10. Strategies for implementation within the specific service areas are outlined elsewhere in this report (especially see Health, Recreation, Housing Management, Social Welfare and Multi-Service Unit).

IV. Integration

1. Integration of all services for seniors is undesirable. Since there is unlikely to be total service integration at the outset, such an integration could only be achieved by providing separate services for seniors. This would have the effect of segregating seniors from the rest of the community - something which could only increase feelings of loneliness, alienation and lack of involvement with society. Rather, as much as possible, services for seniors should be integrated with community services. At the same time, such an integration should take account of the special needs and demands that seniors may have.

There are three levels at which integration with community services can be achieved - physical, program, and management.

2. Community health services are likely to be integrated in physical, program, and management aspects through the establishment of a community health clinic run by a residents' board (see Health for extensive discussion).
3. Likewise, community social welfare services are likely to be somewhat integrated in physical, program and management aspects, through the establishment of a personal service centre run by a community board (see Social Welfare for extensive discussion).
4. A community information centre will dispense information and counselling to seniors on matters which concern them.
5. It will be more difficult to achieve physical, program, and management integration in recreation. It has been recommended that, at the outset, there be separate management structures for the separate seniors' recreational rooms, and that as much as possible, programs which service the particular needs of seniors be pursued there.

Therefore, integration of seniors and community recreational services is unlikely to be achieved at the outset of the project. As long as there is open access by seniors to all community programs, and good co-ordination in program design between the seniors' committee and the recreational committee to ensure that there is no duplication of services, the initial lack of integration of recreational facilities should present no major problems. It is to be expected that more extensive integration may occur with time.

6. Because there will likely be a major developer of senior's housing (Metro Senior Citizens Housing Corp. and/or a third sector seniors' housing sponsor), it is probable that the majority of seniors will live in separate accommodation under a distinct management structure. Different strategies may have to be pursued to achieve self-management of this type of housing (see Resident Involvement in the Planning, Development, and Management of Housing for further discussion).
7. Strategies to develop both volunteer and paid employment programs can be pursued both by the seniors' committee, and by the committees dealing with individual service areas.

V. Physical Design Recommendations

Age and physical immobility are factors which should be considered in the design of housing and facilities which service seniors in St. Lawrence.

Some of the features of physical design which should be followed for seniors are:

access to facilities by stairs should be avoided. When needed, alternate access by elevators or ramps should be made.

no facilities of importance to seniors (commercial, social, recreational) should be located more than four to five blocks at grade from concentrations of seniors' housing;

there should be easy access to transportation;

major concentrations of seniors' housing should be located in close proximity to parks;

the health facility - personal service centre should be located as close as possible to a major concentration of seniors' housing.

2.5 HEALTH

I Needs and Services

1. Primary Health Care - The General Practitioner

In Canada, the general practitioner operating in private practice from a neighbourhood office has been the main provider of primary health care. Typically, in an urban environment, this method of health care implies the following: extensive use of referrals to specialists for particular problems; seeing patients as individuals with little involvement with community health needs; no involvement with preventive medicine outside the patient load; only casual and informal lines integrating medical treatment with other social welfare services; acting autonomously with no control over service by the users (and only in extreme cases, any regulation by medical associations). Since G.P.'s operate in a "market economy" manner, even under Medicare, there continue to be areas of Toronto which are over-served and areas that are deficient in primary medical care.

Presently, there is no G.P. practising in the area immediately adjacent to St. Lawrence. It is possible that when a sufficient population lives in St. Lawrence, a G.P. may be attracted to the community and may wish to establish a private practice there. However, this is unlikely to occur within the first four to five years, given present population and phasing projections. General commercial space is available for rental to a G.P. should one wish to locate in St. Lawrence.

It is to be expected that many of the residents of St. Lawrence will have a G.P. somewhere in the City to whom they go for primary health care. It is also to be expected that some of these residents will continue their affiliation to that G.P., despite the distance they may have to travel to get to his office.

2. Primary Health Care - The Community Health Clinic

In the past few years in Ontario, community health clinics (or Health Service Organizations as they are called by the Ministry of Health) have been established to provide primary health care. These health clinics operate from neighbourhood offices, and have staffs that can include general practitioners or family-practise doctors, nurses, nurse practitioners, public health nurses, administrative personnel

(e.g. secretary, business manager, co-ordinator, receptionist), social worker, community development officer, etc. Most of these clinics are run by a community board (although many of these boards have memberships which are not representative of the community served). All personnel, including doctors, are on salary, and funding for operation comes from the Ministry of Health.

The following are the advantages of establishing a community health clinic in St. Lawrence:

- a. A community health clinic can be managed and controlled by a board of users and representatives of the community. This provides for a significant participatory role in health care to the user of the service, which should lead to the service being more responsive to both individual and community needs, and to individuals having a sense of being able to control their lives.
- b. Community clinics develop their programs to meet the needs and demands of the community. For example, special clinic-days can be organized around specific health problems which appear in a significant number in the community. Most health clinics have outreach programs which attempt to bring a regularized form of primary health care to those who have none. Emphasis is put on preventive medicine - for example, many clinics conduct classes such as family planning, nutrition, obesity, etc.
- c. A community clinic can be integrated with other social welfare services so that there can be more comprehensive and less fragmented care for an individual's problems. Such services as Public Health, Addiction Research Foundation, Children's Aid, Family Benefits, Welfare, Manpower and Legal Aid, can share office space with a clinic, and integrate their services for individual clients by use of information sharing, case conferences, co-ordination of treatment, etc.
- d. The Ministry looks at two criteria before funding a community clinic - need, and existing primary health care services. St. Lawrence will qualify under both criteria. First, the population will be large enough to support a health clinic.

Judging from the experience of other health clinics operating in areas of similar population, size and type, it can be roughly estimated that a health clinic in St. Lawrence would serve 3,000 - 3,500 people out of a population of 8,000. A user population of this size might warrant a staff of 1½ to 2 doctors, and two nurse practitioners.

Also, St. Lawrence is likely to have a significant population of groups that need on-site primary health care, or who are unlikely to continue external affiliations - that is, families with young children, senior citizens, low-income people. In addition, the industrial and commercial population in St. Lawrence and in the area immediately adjacent can provide potential clientele for the health clinic.

Second, there is not now, nor will there likely be during the first few years of the development, any G.P.'s providing primary health care in St. Lawrence.

It is recommended that the residents of St. Lawrence work towards establishing a community health clinic to provide for primary health care in the community.

3. Emergency, Hospital, and Specialized Care

Most doctors have admitting privileges at one or more hospitals in the Metro area and utilize the lab, radiology, and specialists of the hospital when needed. It is to be expected that the doctors at a community health clinic will make referrals and connect patients to specialized care in the same manner.

St. Michael's Hospital, which is located at Queen and Bond (two blocks east of Yonge), is the closest hospital to the St. Lawrence site. St. Michael's has emergency and all other specialized facilities, and is in close proximity to St. Lawrence.

4. Public Health

Public Health Nurses are active providers of health services in the community, mainly in their functions as school and day care nurses, family health advisors and educators. They provide home visiting services, make referrals to other agencies, and conduct family health classes. St. Lawrence will be in the Moss Park District of the Public Health Department.

Typically, nurses work in teams, and operate out of public schools. The Public Health Department is experimenting with having two nurses operating out of the Don District Community Health Clinic. Preliminary indications are that the program is considered successful and may be expanded.

It is recommended that the Public Health Department be approached and an agreement be worked out whereby a Public Health Nurse (or Nurses) will be assigned to operate out of the health facility in St. Lawrence.

5. Home Health Services

Home Care is available on recommendation from a doctor, and funded through O.H.I.P. The aim of the program is to prevent or shorten hospital stays, and the program is supervised by the recommending doctor. Anyone who has Health Insurance is eligible for the program.

Visiting Nurse and Homemaker services are available for home health care. Services of both programs must be paid for by the user, although subsidy is given to those judged in need.

None of these programs are locally administered but recommendations for them and supervision of Home Care, can be made through the community health clinic.

II Funding

1. Capital Costs

Presently, there are no programs which provide capital funding costs for community health clinics. Most clinics now operating lease space and pay for this out of their operating funds.

The City of Toronto should assume the responsibility of getting capital funding for building the health clinic space, and then lease it to the health facility board. It would be financially desirable for the success of the clinic if the City would charge a token rent for lease of the space - there are a number of precedents where O.H.C. (e.g. Regent Park, Moss Park) or even a private developer at the insistence of the City (e.g. Niagara) has done this.

There are a number of possible sources from which the City may be able to get assistance for the capital funding. First, it is possible that Metro Senior Citizens' Housing may assume a portion of the capital or leasing costs. Typically, Metro Senior Citizens builds a medical suite (which visiting doctors may use) in the housing. Instead of this separate physical facility, Metro Senior Citizens should be approached to enter into a cost-sharing arrangement, whereby they contribute a comparable amount to the capital costs of the health clinic. Alternatively, they can be asked to pay for leasing a comparable amount of space in the health clinic, providing the space remains in the control of the clinic board. The same arrangement should be made as part of the development agreement with any third sector sponsor of seniors' housing that may be involved.

2. Operating Costs

The operating costs (which includes supplies, salaries and rent) of a community health clinic are financed by the Ministry of Health. The financing is done in a three-stage (more or less) program.

Initially, application is made for funding from the Ministry. The application is evaluated and a commitment is made. At this time, there are no formal criteria on which evaluation is made - informally, such factors as potential size of clientele, and amount of primary health care available in community are used. Presently, a task force is sitting to set out criteria for funding, operating and evaluating community health clinics. The task forces' report is expected to be available in September or October, 1975.

Once funding has been approved in principle, the group making application must then rent space, hire staff, constitute a Board and incorporate it, etc. These arrangements are made on a projection of the size that the patient population will be in two years. It is possible for the Ministry to delay funding if they are not satisfied with the arrangements made. As a rule, they seem to interfere very little at this stage but are anxious to be consulted and to give advice.

When these arrangements are made and approved, the Ministry provides funding by transferring operating funds from O.H.I.P. to the clinic in a one year, block sum. The usual duration of this form of funding is two years, though it can be extended longer, or terminated at the end of one year, if it is felt that the clinic's performance has not been satisfactory. The Ministry roughly calculates the size of the funding as follows: \$27,000 - \$37,000 per doctor for salary (salary paid a doctor depends on the length of practising experiences); \$20,000 overhead for the first physician; \$17,000 overhead for each additional physician. In addition, in medically under-serviced situations, an allowance for salary and overhead for nurse practitioners is also calculated into the amount. However, the salary scale used is that of a Public Health Nurse I, and it is not usually enough to pay the salaries of nurse practitioners. Salaries of all other personnel, supplies, rent, etc. are calculated as overhead. Roughly, the Ministry's grant tends to work out to \$50,000 per doctor. The clinic board may spend this block grant as it wishes - in fact, many of the doctors interviewed for this study were not being paid as much as \$27,000 - \$37,000.

During the initial funding period (approximately two years), the clinic is expected to build up a roster of patients to whom they provide primary health care. At the end of the initial funding period, funding for the clinic is switched from the block sum system, to a capitation system whereby the clinic is given a yearly fee for each patient on their roster. Presently, this fee is \$28.00-\$33.00 per person, which is supposed to represent the average yearly amount of O.H.I.P. paid G.P.'s and family practice doctors per patient throughout Ontario. Funding in this stage comes from O.H.I.P. Each clinic has a computerized roster which they submit, and payment is made accordingly. A patient must be receiving primary health care from the clinic to be put on the roster.

There are few clinics in Toronto (or Ontario) which are presently operating on this roster system. It should be expected that there will be changes in the roster system in the future, as it is used more commonly and there is some evaluation of it.

The project officer for Toronto, east of Yonge Street, has been consulted, and has said that the Ministry would be unwilling to approve funding for a health clinic until there is a potential user population of at least 1,000. Given current population and phasing estimates, this could be achieved 1 to 2 years after the first residents move on-site. The process of funding takes several months.

3. Additional Staff

Public health nurses are paid by the municipal Department of Health.

Clinics which have co-ordinators often pay them from United Way grants. Likewise, social workers, community development officers, etc. are paid from funding sources other than the Ministry.

III Implementation

It has been recommended that a community health clinic be established in St. Lawrence. While space can be allocated for such from the outset, a functioning health clinic run by a community board composed of residents of St. Lawrence would not be funded by the Ministry of Health until a minimum population of 1,000 potential users were living on-site. Given present phasing and population estimates, it could take 1 to 2 years to reach this population size. The Ministry is unwilling to fund part-time services.

There are two options for provision of health care which can be pursued in the interim period between residents moving in, and the achievement of Ministry funding for a health clinic.

1. An arrangement can be made with the Don District Health Clinic to have them extend their service to St. Lawrence on a part-time basis. A health facility space could be opened in St. Lawrence in which staff from Don District could see patients for a few hours per week (as is needed). The public health nurse could also operate out of the health clinic from the outset. The Ministry of Health has indicated a willingness to increase the Don District's funding so that they can provide this service. Presently, the Don District operates three clinics - Queen Street, Moss Park and Shuter Street.

At this time, they have a staff of three doctors each working 2/3 time, 2 public health nurses, 2 nurse practitioners, a co-ordinator, administrative personnel and a part-time community development officer. The clinic is run by a community board of fifteen, most of whom are users of the clinic and who represent a cross-section of the population of the Don District. It is recommended that any agreement with the Don District clinic provide for representation of St. Lawrence residents on the Board.

This option is the most acceptable as it will provide for temporary health care for the interim period. At the same time, the residents of St. Lawrence can become aware of what a community clinic does and how it operates and can have an opportunity to participate in running a health facility.

The only major disadvantage of this option is that it does not necessarily provide for continuity of staff for health care over the long run. There will most likely be a change of staff when the Don District phases out its involvement, and a St. Lawrence community clinic is established. Unfortunately, there seems no way to avoid this problem given the time it will take to build up population in St. Lawrence. The Ministry will not fund a clinic only requiring part-time staff of its own. Other solutions, such as offering the space to a part-time private physician paid by fee for services, would also not solve the problem of continuity. In addition, the presence of a part-time private physician would not facilitate the eventual development of a health clinic and in many ways might prevent it.

The Ministry of Health has indicated that this is their preferred option for dealing with the problem of interim health care. The feasibility of realizing this option rests on the willingness of the Don District Community Health Clinic Board to accept the idea. As yet, no formal approach has been made to them. It is recommended that such an approach be made in the near future. If it is acceptable, members of the Don District Health Clinic can be helpful in participating in the design and organization of a health clinic in St. Lawrence.

2. Failing the realization of the first option, the other acceptable course of action would be to open the clinic with limited health services. For the initial period, the public health nurse could use the space to provide health services and referrals. Residents could continue to utilize their already established health providers. The Queen Street branch of the Don District Health Clinic is close to the site and it is to be expected that some residents would utilize its services. Emergency services will be available from St. Michael's Hospital.

Once the population threshold has reached 1,000, application can be made for Ministry funding and a St. Lawrence community health clinic set up with its own Board.

IV Participation and Management

1. Participation in Design and Management

Following the general participatory strategy discussed elsewhere in this report (see Participation), it is recommended that residents interested in health services be identified and contacted from the waiting lists as soon as possible. A committee of these residents could be formed which would have four potential functions - participating in the physical design of the health clinic space; design of a system of management for the facility; liaison and negotiation with the Don District Community Health Clinic Board to arrange an agreement for shared service; liaison and negotiation with the Public Health Department to define the role of the public health nurse. It is expected that in the process of carrying out any of these functions, contacts will be made with knowledgeable individuals involved in community health services and that these individuals could be brought into the process as advisors and/or participants.

Contact with interested residents at an early stage is particularly important in the health field because, more than in most social services, people hesitate to voice opinions, or take an active role in design and management. Therefore, it is to be expected that an extended educative process will be helpful in successfully realizing the goal of self-management of health services.

Once the health facility is opened (which, it is hoped, will be in the first stages of the development), it is recommended that a residents' committee manage the facility. If an arrangement has been reached with the Don District Community Health Clinic, it should be expected that St. Lawrence will have one or two representatives on the Don District Board. These representatives can be selected (by use of volunteers, appointments, elections - whatever the residents choose) from among those interested in health care. The Don District Board would then manage the St. Lawrence health facility as part of their total operation, until such time as a separate St. Lawrence Health Centre is established and the Don District is phased out. If no arrangement can be reached with the Don District Board, there will still be the necessity of the health committee organizing a system of management of the limited - service health facility.

As the population of St. Lawrence grows to 1,000, application can be made to the Ministry of Health for funding for a community health clinic, if the residents opt for it. A preliminary proposal must be submitted which outlines health needs, services planned, money requested, etc. If approval is granted, a residents' committee will then have to do the following: constitute a community board and incorporate it; hire staff; ensure that space is properly equipped and supplied; draw up a budget. It is suggested that advisory help from other community health clinic personnel be sought for some of these tasks. For example, hiring of doctors and nurses can be done successfully by a community board with no medical expertise - it can also be done badly because of inability to evaluate a candidates' medical qualifications and suitability for practising medicine within a community clinic setting. To prevent this from happening, it would be advisable to enlist the help of doctors and nurses working in health centres in making evaluations of the professional qualifications of candidates. This is in no way to suggest that the power to hire and fire be removed from the residents' control. In constituting a community board, residents will have to design methods of appointment and dismissal, accountability to community, relationship to other service boards, etc.

Once the St. Lawrence Community Health Clinic is funded and functioning, the community board will have to manage the operation, including budgeting, evaluating service, management of staff, dealing with resident complaints and demands, program design, etc. Of the health clinic boards examined, most seemed to have meetings at least twice a month - this amounts to a time commitment by each individual on the board of about six hours per month. (The residents' committee could explore the idea of enforced attendance of meetings becoming part of the by-laws of the health clinic.)

2. Resident Employment in the Delivery of Health Services

Participation not only means design and self-management by residents - it also means users taking an active role in the delivery of health services. There are few examples at this time of user participation being extended to service delivery. The only example encountered during research was in Regent Park, where there was a program to train some of the women residents to do simple home-care services, such as nutrition for meal preparation, massages and general care for bed-ridden patients. It is possible that users could be trained to perform such functions as intake work, making preliminary tests such as blood pressure, teaching preventive medical techniques, doing preliminary family planning and birth control counselling, etc. This would free professional health workers to concentrate on more complex medical problems, enlarge the practice of preventive medicine, and truly involve residents in the delivery of health care. Such a program would also contribute to developing employment for residents within the health facility. Presently, there are few examples in other health clinics of users being paid for work in a health clinic. Alexandra Park utilizes senior citizens as receptionists at night, but does not pay them.

The realization of this kind of user participation in the health-care field is dependent on user demand for such a role. It is recommended that the residents' committee seek ways through which greater user involvement in the delivery of health services can be achieved.

3. Participation in Other Health Services

Most of the other health services which residents of St. Lawrence might use are not based on local delivery (e.g. Home Care programs, hospitals), and possibilities of gaining user participation are minimal. (Although hospitals do have boards, they are not locally oriented, or composed of people representative of the user community.)

It is recommended that a public health nurse be located in the health facility. As such, she will relate to the management of the community board for services performed at the clinic. The Don District operates in this manner, and there seem to be few objections from the Department of Public Health, so long as the nurse is not asked to perform tasks for which she is not qualified, and does not neglect her other duties (schools, day care centres, etc). A contract can be drawn up between the Community Health Board and the Public Health Department which defines the role of the public health nurse.

In a later stage of development of the health clinic, the possibility could be explored of the public health nurses being employed directly by the clinic with funds from the City. Such a method of employment would eliminate problems of divided loyalties.

V Integration of Services

A community health clinic provides a mechanism for integrating those health services which are locally delivered into one service centre which is managed and controlled by the community.

Integration of health facilities with other social services is desirable. However, because of the fragmentation that is now characteristic of the social services, because of the varying degree of community involvement and control that is now possible in different services, and because of the desirability of having participatory mechanisms develop around specific interests within the various service areas, it does not seem desirable to structure methods that attempt to force integration between services from the outset. It is anticipated that such integration will occur over time, as participatory mechanisms develop and as residents opt to work for it.

VI Physical Design Recommendations

1. The Ministry of Health recommends that a community health clinic have the following minimum space requirements: 1,000 square feet for the first doctor (this allows for reception area, secretary's office, 1 examining room, 1 consulting room, wash-rooms); 500 square feet for each additional staff person in the health centre. Given the projected eventual size of the staff for the St. Lawrence Health Centre, a minimum of 3,000 square feet should be allocated for the health clinic (2 doctors, 2 nurse practitioners, a public health nurse).
2. To facilitate integration of services, it is recommended that the health clinic be a part of a personal service centre, which houses other social and welfare services as well as health services. These other services would require additional space.
3. The health clinic space should be built immediately so that both health and welfare services can operate out of it. Adjacent space, which will eventually be needed for the full functioning of health and welfare services, can be rented to a commercial interest on a short term basis until needed.
4. The space allocated for the personal-service unit should conform to the following design characteristics:
 - all space should be located at grade (failing this, elevators should be installed to provide access to those facilities located above or below grade).
 - there should be no stairways as access to any of the facilities.
 - interior design of space should be done with involvement from residents and health professionals. The Ministry can also be helpful in advising on designing interior space for health usage.
 - location of the personal-service unit should be in a central area in the community to give it high visibility and facilitate community access. At the same time, it should be located in close proximity to seniors' accommodation.
5. The initial space allocated for the personal-service centre should be built in the first stage of the development, and be open when the first residents move in.

2.6 SOCIAL WELFARE

A) General Needs

1. For many who are users of any of the programs offered within the social welfare system, the primary need is a secure source of funds.
2. It is apparent there is a need for greater co-ordination in delivery of service given the different levels of government and the numerous agencies involved in offering programs. With the complex funding arrangements of many of the agencies, the bureaucrats tend to guard their mandates very closely, clearly delineating the boundaries of the service. The net effect is to discourage extensive co-ordination. What this means to the user is an increase in workers involved in the individual's case. The "multi-problem" family or individual is forced to deal with a number of agencies each concerned with a particular aspect of the problem, each operating under a specific mandate. The individual is not treated as a "whole" person whose problems are interrelated.

By the same token under the present fragmented system, the situation may arise where an individual is denied help as there is no agency willing to claim responsibility in the area. The separation of agency responsibility into very distinct services makes it difficult for agencies to respond to newly identified problems that do not meet conventional categories. Needed services are thus not provided for, as they do not fall under any agency's mandate.

3. At present, individuals cannot gain access to certain forms of help until an agency perceives the individual as unable to function in his economic or social environment. The majority of agencies within the social welfare system are geared to handle only crisis situations with little provision made for preventive services.
4. There is a need to develop neighbourhood-based programs which ultimately will lead to community control over service delivery. With the present highly centralized structure, service users have little control over resource allocation or policy decisions. The local community has little power to determine service arrangements. Community-controlled service delivery will provide for services which are more responsive to the needs of local residents.

5. The present welfare system tends to foster attitudes of dependency and powerlessness amongst service areas. The paternalistic approach agencies adopt towards their clients, often results in a degrading and unpleasant experience for the individual with gradual erosion of any self-confidence and self-respect the individual may possess. There is a great need for encouraging development of positive images of self-worth.
6. Those most in need of social welfare services are often the ones with least information as to how to obtain the needed help, while those most capable of seeking help in a particular area are often the ones who needed it least or have other alternatives open to them. It is important to ensure that those who are in greatest need are provided with the desired services.

Service Delivery in St. Lawrence

To ensure local accountability of service agencies as well as satisfying the general needs of users of welfare agencies, it is important that a group which will advocate user rights be established. Therefore it is recommended that a residents' committee preferably with users of the service be structured. The residents' committee can initially be identified from the City of Toronto's waiting list. The residents' committee will be responsible for various issues which will revolve around a personal service unit.

To overcome the unaccessibility and general centralizing tendencies of the welfare system it is suggested that the St. Lawrence community would achieve the best level of service by adopting the Multi-Service centre approach. While an examination of multi-service centres in Metropolitan Toronto and elsewhere shows they do not conform to one simple description there are commonalities which can be summarized in the following working definition of a multi-service centre.

1. Concrete services are provided directly to individuals and families from a building located in the neighbourhood. Service agency staff use this location as a base for performing their assignments.

2. The centre provides intake, information and referral services to assist people in dealing with established agencies and acquaint individuals with other neighbourhood services.
3. The centre is the primary vehicle through which residents' rights and interests are advocated and protected in dealings with established agencies.
4. The centre is an instrument through which neighbourhood residents can organize to bring about changes in the procedure or policy of service agencies.

This approach provides for many advantages to a neighbourhood but it does not necessarily ensure more effective and responsive service. To merely relocate field operations in a neighbourhood service setting while still maintaining autonomy over service delivery does not substantially alter the existing situation. Residents must be able to define their own needs and determine which agencies operate on community space and how they are to do so.

However, the most effective vehicle for implementing user control in delivery and management of a social welfare system is through a neighbourhood service centre. Therefore, it is recommended that a neighbourhood service centre to be called a personal service unit, through which most social services will be delivered, be established within St. Lawrence.

B) Existing Services

I. Income Maintenance

There are a number of social assistance programs offered by the various levels of government which provide for transfers of money to those who are defined to be in need. Many of these are straight transfers of money, require minimum requirements for eligibility and provide no other service such as counselling, etc. Programs which fall into this category (family allowances, old-age security, etc.) will not be discussed within this report as they require no special mechanisms and the recipient has little contact with the government agency responsible for issuing the cheque.

There are also a group of programs which require assessments of need done by field workers to determine whether the applicant is eligible for the benefits of the program. This type of program requires contact between user and a representative of the agency. It is this latter group which is of concern to St. Lawrence for it requires the agency representative to enter into the community with the possibility of entry being on the agency's terms or the communities'. The following programs are expected to be offered within St. Lawrence:

1. Family Benefit Allowances

The Family Benefits program is operated by the Ministry of Community and Social Services and is the Province of Ontario's major vehicle for providing long-term assistance to those who are unable, for various reasons, to support themselves or their families. It provides a monthly allowance geared to the recipient's family size, present income, etc. Anyone who receives an allowance under this program is also entitled to free medical and hospital insurance as well as assistance with the cost of medication. Families with dependent children are also entitled to free dental care. The condition of eligibility in family benefits is one of need; that is, there is insufficient income to insure family maintenance. Individual applicants are assessed according to their financial circumstances with a highly detailed listing of income.

Mother-led families are the major recipients of this program, although the legislation provides for assistance to other groups as well.* As of April 1975, there were 22,000 active family benefit clients in the Metro area which represented about 60,000 beneficiaries. It is expected that there will be a fair percentage of this group amongst the future residents of St. Lawrence, although exact figures are difficult to determine at this time.

One of the major problems in gaining access to the family benefits program concerns the length of time required in processing an application. At present, it takes three to four months from application to receipt of allowance, forcing the family to seek support elsewhere, usually under General Welfare Assistance. Once eligibility has been established, contact between a client and a field worker is quite limited. Common complaints are that workers are overburdened with cases and consequently do not have sufficient time to devote to their clients. There is little in the way of counselling and often essential information is not transmitted to clients. A survey of family benefits mothers in the Metropolitan Toronto

* Allowances are also available to the following groups:

- a) seniors who are 65 or older and not eligible to receive Old Age Security or an allowance under the Ontario Guaranteed Annual Income System.
- b) a woman between 60 to 64 whose husband receives Old Age Security or Gains is eligible to receive family benefits until she is eligible for Old Age Security or Gains.
- c) a single woman between 60 or 64 who meets specific conditions; i.e. widowed, deserted, etc.
- d) a person 18 or over who is disabled, blind or permanently unemployable. Each has specific criteria for establishing need.

The needs and service provisions to the first three groups have been covered within the Seniors' section.

area revealed a substantial number of women who were unaware of their rights under the act.* For example, it was shown that a large number of women were ignorant of the fact that they were allowed to hold a part-time job and still receive family benefit allowances, or for that matter, were entitled to appeal decisions made by the district office. For the majority of the clients, the field worker is the sole source of information and is the only access to the system they have. It is clear that there has to be greater dissemination of information.

There is no advantage to basing a Family Benefits worker within St. Lawrence as this is primarily an income maintenance program and provides little else in the way of services. However, as family benefits will inevitably be involved in St. Lawrence, the central office of the Ministry of Community and Social Services may express interest in providing service through the personal service unit along the same lines as Regent Park's Centre.

It is recommended that the personal service committee, in conjunction with users of this service, consider the most effective form of delivery of the family benefits program for St. Lawrence.

2. General Welfare Assistance

General Welfare Assistance is designed to provide for people who require short-term temporary financial help. The program is administered by the Metropolitan Toronto Department of Social Services, although the Ministry of Community and

* Jean James; Family Benefits Mothers in Metropolitan Toronto, report from the Ontario Ministry of Community and Social Services, Research Planning Branch, March, 1973.

Social Services reimburses Metro for 80 per cent of approved expenditures. General Welfare Assistance is the largest aspect of the department's programs and has three components.

- a) General Welfare Assistance is a monthly allowance for families and individuals to assist them in their day-to-day living expenses over a short period of time. The allowance is calculated taking family size, age of children, shelter costs, etc. into account and is established in accordance with provincial schedules, within the applicable maximum set out in the legislation and regulations.
- b) Special Assistance may be provided to recipients of General Assistance or those receiving other government allowances or to those deemed to be in need at the discretion of the department. It provides for payment of prescription drugs, dental and optical services, prosthetic appliances, vocational training and a number of other special items as authorized by the Provincial Director.
- c) Supplementary Aid is available to recipients of other governmental allowance such as Family Benefits, Old Age Security, etc., who are living on their own in the community and who have no other resources. The program is designed to assist these individuals in meeting the costs of shelter or other extraordinary expenses such as medication. The maximum amount available under the cost sharing arrangements of the legislation is \$20.00 per month per individual. Eligibility is based on criteria established by the province and is based on financial need. All decisions are made by the local municipal welfare administrator and there is no right of appeal.
- d) Special Supplement for the Working Poor. Metro provides assistance to people receiving wages that are lower than the existing welfare allowance for the size of family they support. The program provides small cash supplements to the monthly income and special assistance or supplementary aid to help with extraordinary expenses arising in crisis situations. Once again, it is at the

discretion of the welfare administrator. The program was designed to provide an incentive for people to remain in the work force rather than applying for permanent assistance.

Metro Social Services provides a number of other services aside from its income maintenance program. The department is currently undergoing reorganization in the hope they will become a more integral part of the community. However, this reorganization is primarily taking place within the district offices and not at the local community level.

It is difficult to estimate the numbers of future residents with St. Lawrence who will require the services of the Metro Department of Social Services. However, since Metro Social Services is the agency given responsibility for administering General Welfare Allowances and the supplementary programs, it is inevitable that they will be active in the community. Therefore, it is recommended that the Metro Department of Social Services operate their services and programs within the personal service unit to be established in St. Lawrence. Given the department's own commitment to some decentralization and providing more services within a neighbourhood, attaching field workers to a personal service unit should comply with current policies and practices.

3. Other Income Maintenance Programs

There are a variety of other programs offered by both the provincial and federal levels of government which provide for some form of income assistance and in some cases, assessment and counselling. Unemployment Insurance, Manpower re-training, and Workmen's Compensation are examples of such programs. At this time, it is virtually impossible to determine the number and types of services which will be required by the future residents of St. Lawrence. However, once need has been identified, it is recommended that the appropriate agencies be approached to offer their services within the personal service unit.

II. Vocational Rehabilitation

Provincial Programs

The Ministry of Community and Social Services vocational rehabilitation program is designed to aid disabled persons obtain permanent employment. The services are provided to "any person of working age who has a physical, mental or emotional disability which handicaps him vocationally". Eligibility is dependent upon a medical or psychological diagnosis. Included in this group are those who may have life-long disabilities or low capabilities such as the retarded or severely physically handicapped and those whose optimal work will be confined to a sheltered workshop setting. Vocational rehabilitation services cannot be offered to those who are eligible for similar services from either Workmen's Compensation or the Department of Veteran's Affairs.

The program provides for assessment to determine the person's eligibility and the type of service required. Assessment covers all medical, social and vocational aspects. The Ministry offers no vocational programs itself but will purchase the necessary training on behalf of the client within whatever community resources are available, such as community colleges, technical and vocational schools, business and trade schools or through job training in industry and business. During the assessment and training period, the individual is provided with a living allowance which is currently below the Canada Manpower rates. Unlike other provincial programs, there is no provision made for free health or dental care although the Ministry will provide for various prosthetic devices and aids if they feel it is warranted. Primarily, the Ministry provides each client with a rehabilitation counsellor who will give vocational guidance and co-ordinate the necessary services for that individual's program.

Although the exact need for this service within St. Lawrence is presently unknown, the regional supervisor has indicated that she would be willing to work with a residents' committee in determining possible methods by which residents could be maintained within the community while participating in this program. For example, a self-support mother who meets the eligibility requirements of the vocational rehabilitation program could be placed as a worker within one of the St. Lawrence day care centres and have her training expenses covered under vocational rehabilitation. If both sides were agreeable

to the arrangement, further upgrading in early childhood education at George Brown College would then be paid for by the Ministry on the understanding that a job would be available upon completion of the course.

It is therefore recommended that the residents' committee of the personal service unit contact the regional office of the rehabilitation branch of the Ministry of Community and Social Services as to possible future involvement in the St. Lawrence community.

Municipal Programs

The Department of Social Services for Metropolitan Toronto has a rehabilitation unit which is responsible for helping employable and partially employable individuals who are receiving general welfare assistance obtain vocational training or re-training. The services offered include assessment, medical clarification, access to training programs and some counselling about "personal, family vocational and social problems that may impede successful completion of training for entry into gainful employment". The department for the most part, does not run any training programs, but rather, directs individuals to either the provincial or federal training programs. The one exception is the Work Activity Project which allows people who have no marketable skills or poor work habits to be employed in an environment conducive to developing those skills necessary for entry into the job market.

At present discussions are taking place which would allow the Focus on Change program to be funded by Metro Social Services under the Work Activity Project. If this becomes a reality, it is recommended that the residents' committee investigate the possibilities of providing services under the Work Activity Project within the personal service unit.

Federal Programs

The federal government's major program in the area of vocational training is provided through Canada Manpower. Individuals meeting the eligibility requirements for vocational re-training are provided with an occupational training allowance which does not cover extraordinary

expenses such as medication or day care. Therefore, individuals who transfer from programs such as Family Benefits or General Welfare Assistance to the Manpower program lose many entitlements. There is very little in the way of incentives that would encourage a single mother with dependent children to apply for this re-training program. She would lose the higher benefits under Family Benefits as well as the free medical and dental care. Instead, she would receive a fixed allowance which is established in Ottawa and no compensation for expenses which she would incur in taking such a course; i.e. transportation or day care.

Like the provincial program, Canada Manpower offers no courses itself, but rather, purchases programs in available community resources such as community colleges, business and trade schools, vocational and technical schools and on-the-job training. The courses vary from basic academic up-grading to specific skill programs. However, there is a major disadvantage to this program. Under the legislation, no course purchased by Canada Manpower can be longer than 52 weeks, which means in effect, no long term training can be provided.* The result is that people are directed into jobs which require few specific skills and are low paying with little guarantee of economic stability. These are often the jobs which lack any security of tenure. In short, the Manpower programs do little in providing their trainees a secure place in the job market.

Recently, Canada Manpower has experimented with placing a Manpower counsellor in a multi-service unit on a basis of one day a week. The Canada Manpower counsellor who works in the York Community Services Centre has found that her work with clients is much more effective, particularly in the area of counselling. Her experience has been that there is greater co-ordination of services and as a result, individuals receive better quality of service. Therefore, it is recommended that the residents' committee investigate the possibility of providing Manpower counselling through the personal service unit to be established in St. Lawrence.

* It is possible under the present manpower programs to be enrolled in an academic upgrading program for the 52-week duration and then proceed into a specific skill program also lasting 52 weeks.

Focus on Change

This program is run by the YWCA and is geared to sole-support mothers who are in need of some form of counselling, assessment or academic up-grading. The majority of the women currently involved in this program are family benefit recipients who have expressed a wish to re-enter the work force but need support in terms of counselling and skill training. The women are referred through either Family Benefits, Children's Aid, schools or voluntary agencies. For those who enrol in the program, child care facilities as well as transportation allowances are provided. The Focus on Change program is funded through the Ministry of Community and Social Services, Canada Manpower and the United Way.

Although this is not a service which is delivered on a neighbourhood basis, it is one of the few programs which considers all aspects of the problems which self-support mothers face. The primary goal is to help these women make the transition from dependency to self-sufficiency. Interest has been expressed in helping establish a similar program on a community basis, possibly in conjunction with any advocacy groups which may be formed within St. Lawrence. If the Department of Metro Social Services funds the Focus on Change program within the Work Activity Project, it will be possible to offer this service at the community level. It is recommended that the residents' committee investigate the possibilities of involving staff from Focus on Change in the planning and delivery of self-help programs within St. Lawrence.

III. Child Welfare

Under the Child Welfare Act, the Metropolitan Toronto Children's Aid Society and the Catholic Children's Aid Society are the child welfare authorities responsible for the protection of children from neglect conditions. The two Children's Aid Societies carry the same responsibilities. They are semi-private agencies, financed totally from provincial and municipal funds, but with self-governing boards.

The Societies are empowered to provide a variety of services relating to child protection and adoption, with the emphasis on counselling and necessary support to families and unmarried mothers. Lately, the societies are moving to a more preventive approach

which deals with the entire family and attempts to meet their other needs. Services may include home-making, visiting nurses and emergency financial assistance. Wherever possible, the child is maintained in his own home or at least in the community. Within Regent Park, both societies have some temporary care in the community so that removing the child from his home has not been as disruptive as previous methods. In this way, the family unit is not destroyed but instead, allows the family time to deal with the crisis in a manner which is far less destructive. The policy of providing foster or temporary care within the community should be pursued within the St. Lawrence community as well.

Again, it is difficult to determine the exact nature of the Children's Aid Societies' involvement within the St. Lawrence community. However, it is recommended that any case workers attached to this future community be involved in the operations of the personal service unit in much the same manner as the Regent Park experience. Furthermore, both societies should train and employ community residents to assist in case counselling along the lines established in the Regent Park Multi-Service Centre.

IV. Personal Services

1. Counselling Services

Both the municipal and provincial welfare programs have a counselling component within their services, but given the shortage of manpower and the need for specialized services, they cannot possibly meet all the needs of those who use their services. Consequently, counselling is often purchased from private and volunteer agencies. The largest of these agencies is Family Services Association of Metropolitan Toronto which provides specialized individual counselling. Referrals are made by the Metro Department of Social Services which also pays for the counselling service to the individual or family. FSA is currently involved in a number of multi-service centres which are operating within Metropolitan Toronto and is very much in favour of this local approach. As it is more than likely that the services of the Family Services Association will be required within St. Lawrence, consideration should be given to involving FSA within the personal service unit of St. Lawrence.

There are a number of other agencies which provide similar individual and family counselling although in certain cases, to specific segments of the population. Agencies such as Catholic Family Services, Jewish Family and Child Services and Huntley Youth Services are but a few. It is suggested that if residents determine a need for involving any of the numerous voluntary and private organizations in future delivery of services within St. Lawrence, the residents' committee investigate the possibilities of offering the services through the personal service unit.

2. Specialized Services

The experience of other multi-service centres currently operating in Metropolitan Toronto suggests that there are certain specialized counselling services which will be required by the future residents of St. Lawrence.

- a) Legal Aid: Legal assistance could be provided by having a duty counsel operating out of the personal service unit on a one-day-a-week basis. However, there would be little in the way of counselling using this method. Individuals would simply be advised if they are eligible for legal aid or not under the provincial regulations. This function could in fact be performed by an intake worker who was familiar with provincial criteria for legal aid. A second method would be to ask the University of Toronto law school to provide students who were able to advise individuals on their legal rights. The one drawback to this approach is that students would be limited in the amount of work they could actually perform. Although the University of Toronto Legal Aid program employs a full-time lawyer who is able to act for legal aid clients, he is overburdened and may be reluctant to assume responsibility for acting for residents of St. Lawrence. To compensate for this problem, the co-ordinator of the personal service unit should be able to refer individuals to lawyers who would be willing to act on their behalf. This would eliminate the need for individuals to go to the legal aid office of the province which is a time-consuming and often dehumanizing process. Therefore, it is recommended that the residents' committee of the personal service unit investigate the possibilities of having either a lawyer or law students from the University of Toronto providing legal services on a regular basis within the personal service unit. It is also recommended that a list of lawyers be identified who would be willing to act on behalf of individuals seeking legal aid.

- b) Financial counselling: Another of the specialized areas of counselling which may be required by future residents is budget management. In a number of the multi-service centres this service is provided by a local banker or accountant who is willing to volunteer his time one night a week. Although this method is a possibility for St. Lawrence, a preferable method would be to have someone on a full-time basis. One alternative would be to have an intake worker who has received some specialized training and could provide initial counselling with referrals to be made in those cases which are more complicated. The co-ordinator of the personal service unit could identify individuals who might be willing to provide this form of counselling. There are a limited number of agencies which provide this service, i.e. Credit Counselling Services. It is recommended that the residents' committee investigate the possibility of providing financial counselling within the personal service unit.

In establishing the budget for the personal service unit, consideration should be given to providing an emergency fund which residents could have access to in times of crises. Often, there is an emergency need of money for food or rent due to particular circumstances. The personal service unit may be able to provide financial and personal supports to help individuals and families through these periods.

- c) Interpreter services: At present, the ethnic mix of St. Lawrence is an unknown factor. However, it is expected that there may very well be a need for interpreter services, which would provide assistance to immigrants in the completion of forms for Unemployment Insurance, Income Tax, etc. There would also be a need to inform individuals of their rights in particular areas, interpreting government regulations and advising individuals as to the availability of services. It is recommended therefore, that the residents' committee give consideration to providing interpreter services, within the personal service unit if and when a need is identified. Volunteers from the community could be utilized in providing this service.

3. Homemaker Services

The Department of Social Services for Metropolitan Toronto purchases the services of homemakers and visiting nurses through private and volunteer agencies. The homemakers serve families with young children when the mother, due to illness, death or desertion, is unable to care for the family. Part-time services are also provided to seniors to enable them to maintain themselves in their own homes. The Department also provides a team of homemakers which will provide for group programs within the community. It is recommended that the residents' committee investigate the possibility of offering these services through the personal service unit, employing community people whenever possible.

V. Self-Help Programs

The personal service unit should provide a meeting place for those who feel a need to alleviate loneliness and seek support for problems. For many social assistance recipients the major hurdle to overcome is the sense of isolation and aloneness. The opportunity to discuss personal problems with someone other than a welfare worker, preferably someone with similar background, is a service which will be of need in St. Lawrence. As the welfare system tends to be destructive to the individual's self-concept it is of some importance to provide a mechanism which will deal with the personal problems which are particular to recipients of social assistance programs.

The success of the Regent Park unit and the Welfare Action Centre stems from the people who administer the service. As the workers are former recipients themselves, these people are familiar with problems welfare recipients confront on a day-to-day basis. The barrier which arises between worker and user is a result of intimidation and fear that could be reduced if not totally eliminated, by involving as many users in delivery of services. By the same token, any self-help programs should be initiated by users with administration and co-ordination assistance provided by the staff of the personal service unit.

Employment

One of the major problems facing individuals who confront the welfare system is an inability to break the dependency cycle. Many of these individuals are potentially employable but are unable on their own initiative to take advantage of the jobs or upgrading courses available to them. Most individuals adhere strongly to the work ethic and would choose to work if possible. In several studies of social assistance recipients, it was apparent that the concept of work had not been rejected and in fact was of central importance to the individual's development and self-fulfilment. The need for meaningful activity is deeply ingrained in most recipients. However the day-to-day struggle combined with the gradual erosion of self-respect has made it virtually impossible for these people to re-enter the work force and achieve any level of success.

There are almost no groups or agencies who provide a total service geared to future employment, although the need is great. It is suggested that one of the functions of the personal service unit would be to attempt to identify jobs in the community and immediate surroundings and arrange for placement of community residents. In addition the unit would co-ordinate the necessary supports which would be required from the various social services. Experiences in other centres (i.e. People's Opportunity Service in Winnipeg) have shown that job placement alone does little to alleviate the conditions of the poor. Often the jobs paid less or no more than what individuals received on welfare, and were marginal positions. It is apparent that upgrading programs have to be tied into jobs which are both meaningful for the individual and lead to financial security. The current training programs tend to maintain people at the same economic level. It is recommended that one of the services which should be provided through the personal service unit is job identification within the community and nearby neighbourhoods, leading to eventual placement of residents. Consideration should also be given to providing co-ordination of the necessary services which will deal with other problems individuals will face in re-entering the work force.

The Personal Service Unit Within St. Lawrence

Currently, there is some confusion as to whether a personal service unit implies a one-stop "department store" of services delivered from a neighbourhood facility but

administered solely by service agencies (as in York Borough), or whether it implies an attempt at a decentralized strategy for co-ordinated service delivery in which residents have significant decision-making powers (as in REXdale and Regent Park). There is clearly a difference between a centre which offers multiple but highly segmented services from agencies which still maintain autonomous structures and a centre where needed services are identified, requested and regulated by residents and partly delivered by a number of agencies on an integrated and co-ordinated basis. The following may be regarded as elements of a "model" for a personal service unit.

1. Co-ordination Two or more service workers located in the centre conduct joint discussions about cases which they have in common. These "case-counselling" sessions are intended to enable workers to develop more wholistic perceptions of the individuals and families whom they deal with. Case-counselling is also aimed at giving service-workers a clearer understanding of when interventions into cases can be appropriately timed.
2. Integration In situations where complex problems exist, two or more agencies deliver services concurrently or in close sequence. Commonly called "case-integration", this technique is applied in order to allow interventions to be mutually reinforcing or to prevent the effects of interventions which have taken place at earlier stages from being wiped out.
3. Agency Accountability Different methods have been used in attempting to achieve this. In Regent Park, agencies must negotiate with a Community Board in order to operate in the centre. In addition, agency field-workers must report to the multi-service unit co-ordinator who is a local resident. These elements of resident control appear to be central factors in making the Regent Park centre a more successful one than, for example, the York Community Services Centre. In the case of the latter, many conflicts have emerged in the absence of formal arrangements which permit residents to define the agencies' responsibilities in the centre and to the local community. Agency accountability thus appears to be a necessary, if not a sufficient condition for the successful operations of a multi-service facility. Contractual agreements between residents and agencies and resident involvement in the management structure of the centre have proved to be supportive of smoother working relationships.

4. Resident Involvement in Service Delivery Usually implies community residents function as volunteers and as paid staff in the multi-service centre. In some centres, notably Rexdale and Regent Park, local residents have figured prominently in these roles and have performed a variety of tasks ranging from information and referral, to intake (i.e. interviewing a prospective client and taking relevant data), to crisis counselling, to assisting professional workers as "case-aides". In Regent Park, the Children's Aid and Family Services Agencies have trained community people to do counselling and case-work, functions which have traditionally been the sole preserve of professionals. Through these forms of involvement, local residents can act as a bridge between the local community and formal service system processes, thereby serving to add informality and "humaneness" to the service environment that exists in the centre.

Moreover, by taking over information, referral and intake work, indigenous staff can provide professional workers with more time to deal with cases where their specialized skills are particularly required. Perhaps most importantly, resident involvement in service delivery has proved to be rewarding for the actual participants themselves. In some instances, acquired skills have led directly to the employment of residents by service agencies both inside the multi-service centre and beyond the local community. In almost all cases, participants (who are typically also service users) have developed a heightened sense of self-worth by being able to define themselves as helpers and not only as service beneficiaries.

5. Central Technical Back-up A common data system (i.e. application forms, records, files, etc) is stored in the multi-service centre and is used in common by all participating agencies. This allows for uniform record-keeping and assists the centre's staff in scheduling appointments, updating client histories, and checking the state of progress which has been made in individual cases over time. A common data system then serves as one base for facilitating inter-agency communication and for assessing the multi-service centre's performance in meeting its service objectives.

Conceptually then, the personal-service unit can be seen as an attempt to create a social service network in one location at the neighbourhood level. In its most developed form, the approach aims to provide opportunities for resident involvement and to enable convenient user-access to a range of personal services through "one door-way".

IV Issues in the Planning, Implementation and Management of a Personal-Service Centre

A. Planning and Implementation

It is obvious that even if consensus is achieved regarding its working principles, a personal-service unit is an ambitious undertaking and, as such, requires considerable effort to bring it into being. To date, community residents, agencies at both the administrative and field-staff levels, and funding sources have all had impacts on the planning and implementation phases in various ways. This section presents a discussion of relevant experiences, pointing out the probable implications for St. Lawrence.

(i) Resident Involvement and the Role Played by Animation

In some instances, such as in Regent Park, local residents, concerned about poor and unco-ordinated services and about the need for new services to fill gaps, have taken much of the initiative in promoting the development of a multi-service centre. For example, leaders of the Regent Park Community Improvement Association convened community meetings to air grievances, and appointed a Services Committee to articulate the service needs of the community, to explore and propose new forms of service delivery and to contact agencies for support.

Important leadership assistance however, came from the Metro Social Planning Council who suggested ways for residents to organize, discussed multi-service operations with them, contacted agencies and tried to foster an atmosphere where residents and agencies could develop feelings of mutual trust.

The existence of precedents where multi-service centres were largely community-initiated does not permit one to ignore the fact that time and resources will likely be required for mobilizing residents prior to the planning phase. Since the planning process for a personal-service centre must include a number of steps - among them, the residents' definition of community service needs and goals, the determination of the appropriate mix of services and of program

priorities, the selection of physical facilities and equipment, and resident/agency negotiations regarding staffing, budgeting and specific program operations to be carried out - the community must reach a point where it is prepared to take on the necessary organizational tasks. If the experiences in Regent Park and elsewhere are good testimony, such a state of preparation is unlikely to exist unless residents have already undergone an educative process, either in their own organizations (i.e. housing and community groups) or/and through the efforts of social animators and community organizers.

The reasons for this are only partly owing to the complexity of the personal service centre as a mode of service; far more significant is the fact that as people who frequently perceive themselves to be victims of existing service arrangements, service-users often feel powerless to induce any change in these arrangements, particularly when signs of agency resistance are demonstrated. Feelings of powerlessness are enhanced by the fact that the user is confronted by a complicated service system in which he or she is given little legitimacy as a change-agent.

Typically, the people who are most likely to benefit from a personal service unit, those faced with multiple problems compounded by low-income, are also the people with the least confidence and motivation to take the required initiatives on their own.

It is for reasons such as the above that an animation component has traditionally been a critical enabling factor, assisting residents to organize to the point where they can approach agencies and the planning process with a degree of confidence and in an informal way. It is also for these reasons that an animation process will likely be essential in St. Lawrence where no sense of organized community yet exists.

Subsequent to the "community development" phase and concurrent with the formation of working arrangements with agencies, the finalization of programming decisions and the preparation of the physical facility, it will be necessary for residents to be involved in determining a process for the ongoing management of the personal-service centre, including the evaluation of its programs once they are in operation.

(ii) The Role of Agencies

Logically, every multi-service centre, by its very nature, must rely upon the resources of existing agencies for it to be workable. The extent to which agencies are willing to participate in the multi-service operation and to provide professional staff ultimately determines the extent to which the objectives of "multiple service" are achieved.

Traditionally, some agencies, such as Children's Aid, the Family Services Association and the Department of Public Health, have demonstrated a willingness to co-operate with people in the local community in carrying the multi-service experience forward - they have offered support in program planning, provided professional field-workers, been instrumental in training indigenous staff and in some cases, have provided financing and the actual physical space from which the multi-service centre is to operate. Discussions between the consultants and administrators of some of these agencies have produced encouraging signs that their participation can be expected in the development phase of any personal-service centre that will be located in St. Lawrence.

The involvement of providers of other services, such as Family Benefits, General Welfare Assistance and some employment counselling services (i.e. Manpower) is less of a certainty at the outset and this points out a key constraint under which multi-service centres must operate. If agencies are reluctant to participate (and there is nothing in their mandates which requires them to do so), a community has little alternative but to attempt to gain their involvement through "moral suasion" and/or through the exertion of political and social pressures. As organizations which have vested interests in preserving existing arrangements, service agencies have had to be shown that they can benefit by participating in a personal service unit which emphasizes a collective and co-operative approach.

In the past, such "proof" has typically amounted to the agencies' recognition, due to demands for change from field-level staff and from service-users, that prevailing approaches were simply not working. This was particularly true in Rexdale and in Regent Park.

However, the prospects for agency co-operation in St. Lawrence may be enhanced by the fact that from their involvement in multi-service centres in the two communities just mentioned and elsewhere, many agencies have already seen positive results flow (in terms of increased service relevance and responsiveness, improved community relations, and an improved public image for the agencies themselves).

(iii) Funding

Generally speaking, the areas which need to be considered for funding in a multi-service centre are the capital and operating costs of physical facilities, core staff, including a full-time co-ordinator and assistants, and the direct service costs of participating agencies, including the salaries of professional workers.

Capital Costs

At present, Ontario has no legislative provisions for funding the capital costs of neighbourhood service centres. This is in contrast to British Columbia where 100 per cent of the start-up funds required are received. In Metro the current practice is for multi-service centres to operate out of space donated by churches or voluntary agencies, as in Agincourt and the Borough of York, or from space which is leased at a nominal charge from O.H.C., as in Rexdale and Regent Park.

Given the present policy of the province, it is likely that a personal service centre in St. Lawrence would have to be located on space leased from the City or other public body such as Metro Senior Citizens' Housing.

Operating Costs

In most service centres, finding funds to underwrite operating costs has been highly problematic. While agencies normally pay the salaries of staff which they place in centres, the unsettled nature of provincial policy has meant that other costs - for the co-ordinator's salary, for training community people, for honouraria for volunteers, for heat, telephones, supplies and equipment - have had to be supported by ad hoc, limited-life funding

(i.e. L.I.P. grants, Research and Demonstration grants, United Community Fund grants, and in some cases, grants from area municipalities). At present, some funding may be available through the Program Development Division of the Ministry of Community and Social Services which is the branch of the provincial government most directly involved with multi-service centres. But discussions between the consultants and officials of this branch have not revealed the existence of any precise policy for fund allocation and the amount of money available in the total fund is not made known.

In existing communities, the necessity of having to play the funding game has proved to be extremely detrimental to the processes of planning, implementing and managing neighbourhood service centres. In most centres, valuable time that could have been devoted to refining the actual operations of the multi-service centre has been spent on preparing briefs and applications for funding. Typically, a precarious financial base has meant that residents involved with neighbourhood service centres have developed a "crisis mentality", knowing that program priorities set in the planning phase may be compromised at a latter period when resources dry up.

In the absence of a comprehensive provincial policy which would provide global budgetting for community based multi-service centres, there is a likelihood that the St. Lawrence community will have to deal with the limitations imposed by the present arrangements unless the City extends a commitment to support part or all of the operating costs of the personal service centre within St. Lawrence.

B. Management

(i) The Personal-Service Centre Board

Resident involvement, which has been emphasized as the key to effective and responsive multi-service centres, finds its fullest expression when the management structure of the facility, the Board, is controlled by local residents. The prevailing practices in a number of Ontario communities tend to fall short of this goal, with the notable exception of the Regent Park experience. There, twelve persons are elected by the members of the Regent Park Community Improvement Association to

assume full responsibilities for the ongoing management of the multi-service facility; in some communities however, agency professionals sit on the Board along with residents, or form a separate Advisory Board to residents which acts ex-officio.

In general, the function of the Board is to define the ongoing role which the personal-service centre will perform in the community. The Board must determine how the centre's policies will be carried out. More specifically, it must secure funds, hire, and define the responsibilities of co-ordinator and other staff, and it must provide direction in program development. The Board must monitor the centre's performance and continually re-assess community service needs.

The Board's choice of a co-ordinator is probably its most key decision in the early phases of the personal-service centre's life because the co-ordinator's position is so critical to the smooth operation of the facility.

(ii) The Co-ordinator

The responsibilities of the co-ordinator are heavy and include: acting as a liaison between the personal-service centre and the Board for the purpose of assisting the Board in identifying community service needs and problems; organizing staff and chairing staff meetings; ensuring that the recommendations of the Board and the plans made at staff meetings are carried out; recruiting paid assistants and volunteers to assist in operating the centre; protecting the "client's" interests and acting upon complaints; supervising and evaluating staff performance; trying to ensure that the information, intake, referral and counselling components are co-ordinated; and, in general, trying to foster team-work and the smooth running of the facility.

It is clear that the co-ordinator's role is a very demanding one. He or she must be the standard-bearer for the centre's co-ordinative and integrative ambitions, and as a worker, must be a resource, consultant, enabler, expediter, leader and interpreter.

Perhaps most importantly, the co-ordinator must act as the advocate of the residents' views and as the medium through which community involvement in the personal-service centre will be increased.

The experiences of multi-service centres to date show that the challenge set before the centre's staff is considerable, particularly in an atmosphere where resources are frequently scarce, where even professional workers have limited experience and training as "generalists" and "integrators", and where the high expectations of service-users often cannot be met. Of necessity, partnership and give-and-take have had to become operative principles.

Summary of Recommendations

1. A personal service neighbourhood centre should be developed in St. Lawrence from which social welfare, employment and other personal helping services required and deemed appropriate by residents could be jointly delivered.
2. As part of their responsibilities, the Community Development Co-ordinators for St. Lawrence should organize a committee made up of future users of the personal service centre to participate in planning for the development and management of the facility in view of the guidelines and principles outlined in this section, and in accordance with the participation and management strategies set out in this report. (See Participation Section.)
3. Wherever possible community residents should be employed in service delivery with salaries to be paid by the various agencies.
4. The personal service centre should be centrally located in the neighbourhood in space leased from the City or from Metro Senior Citizens Housing at a nominal charge (\$1. per year).
5. Agencies operating within the personal service centre should contribute to operating costs as well as pay salaries of field workers deployed in the St. Lawrence community.
6. Where necessary, the City should provide financial assistance in underwriting the operating costs of the personal service centre.
7. The personal service centre should be located within the same building as the community health centre and the neighborhood information centre.

2.7 EDUCATION

General Needs

The future St.Lawrence community will require educational services which meet the specific needs and expectations of the residents. Although the community is understood to be of a mixed-income mixed tenure nature there has been little identification as to the exact composition. Much of the planning for educational services is geared to specific populations and at present the exact ethnic, religious or income mix has not been determined. These are important factors in planning for any future educational programs which may be required by this community. This report outlines the general needs and makes preliminary recommendations for educational services. Ultimately there must be enough flexibility to accommodate future program demands once residents have moved on site.

Needs of School Age Population

It is expected that the child population will be approximately 650 children of pre-school age, whose needs have been described elsewhere in this report. (see child care paper). Although some of these services should be integrated within educational facilities the needs of this age group are not the prime focuses of this section of the report.

Once the project is complete, there will be approximately 1100 children in the kindergarten to grade eight age groups who will require school facilities within the St.Lawrence community. These figures are still tentative and will probably change over the course of the project.

In addition to the tentative nature of the figures, there is a problem of providing school facilities during the first phase of the project. Although the original phasing period has been collapsed from the original estimate of 10 to 15 years, the St.Lawrence community is still viewed in three phases. This presents some problems with regard to educational services to the first residents of St.Lawrence.

Due to the length of time required by the Board of Education and the Ministry of Education it is not likely that the first residents will have access to a school. It might be necessary for the children of the first residents to attend classes in portables for the first year. Alternatives to this should be investigated by the school board and the residents.

Secondary School Needs

There are no plans to provide educational facilities within St. Lawrence for this age group. It is anticipated that the 600 people who will be of secondary school age will either attend Jarvis Collegiate or Eastdale Vocational School, the closest secondary schools to the St. Lawrence community. However, choice is not necessarily restricted to these two schools. The Toronto Board of Education allows students to attend any school within the City of Toronto regardless of neighbourhood boundaries.

Separate School Needs

It has been difficult to predict the number of Separate School supporters who will live in St. Lawrence. The Metropolitan Toronto Separate School Board has made a tentative estimate that perhaps 150 of the total school age population will be separate school students. There are three alternatives to meet the needs of separate school students.

- a) Students could be accommodated in St. Paul's, the closest separate school, which is located in the King-Parliament area. At present St. Paul's is suffering from declining enrolments and could absorb the relatively few numbers of separate school students. Although the population of the King-Parliament area is expected to double over the next few years it is expected there will be little increase in child population, so that students from St. Lawrence could still be accommodated over the long run. The Separate School Board sees two problems in this proposal. First, the distance is too great and second the present population of St. Paul's comes from a very different community than St. Lawrence and this could lead to potential conflict.

- b) A new school could be built to service the separate school students from St. Lawrence and the surrounding areas. However, given St. Paul's declining enrolment and proximity to St. Lawrence, it is doubtful the Ministry of Education would approve funding for a new separate school. But as the numbers of potential separate school supporters is still unknown, the situation may arise where there are enough students to warrant construction of a new school. If this case should develop, the process advocated in this report should be used in any planning for a new school. That is, a residents' committee should be established to plan and design the required school facilities in conjunction with the Separate School Board.
- c) The Separate School Board could rent space in community facilities. Arrangements could be worked out so that the Separate School Board would rent classroom space but have access to special equipment and community facilities located within the community schools. The Separate School Board has agreed to such a proposal if necessary under certain conditions. However the exact nature of the rental arrangements would have to be negotiated by the two boards of education and the residents' committees.

Although the first alternative seems to be the most practical, no firm recommendation should be made until the number of separate school students is more definite. Once figures have been firmed up, the Metro Separate School Board should enter into discussions with both the Toronto Board of Education and the residents of St. Lawrence concerning provision of educational facilities for separate school students.

Community Needs

Education is no longer seen as a process in which only the young participate by attending a formal institution called a "school". Rather all members of the community participate in the learning process and work to develop the resources and programs necessary to meet the needs and interests of that community. Community education is such that it requires coordinated delivery of programs and greater cooperation so that better use is made of resources and more people can be reached and involved.

However, just as it is difficult to identify the specific needs for the student population, it is equally hard to isolate the specific requirements of the general population of St. Lawrence. Educational needs of some specific user groups have been identified elsewhere (see Seniors, Welfare).

To promote the establishment of a community education network for St. Lawrence, it is recommended that:

1. a community orientation be adopted in any curriculum or services to be provided so that they reflect the needs and resources of the community.
2. a philosophy that the schools are community facilities and that all citizens have a right to use them and participate in decisions affecting them be adopted;
3. links be established with other social and commercial services in the area, i.e. theatres, libraries, etc. Learning is dependent upon the quality of the learners' home life, health, recreation, social activity and environment; and education is not something that is restricted to a physical plant called a school.
4. consideration be given to providing programs for the handicapped as well as using personnel trained in specific skills.

Service in St. Lawrence

As there is not an abundance of community facilities in or surrounding the proposed St. Lawrence site, there are distinct advantages to providing buildings which will serve as the focus for the community. Community schools can become a part of a network of facilities which are planned and managed by residents in St. Lawrence.

The advantages for establishing community schools which include other services are as follows:

- a) it is a method of connecting the education system into the life of the community. The provision of a facility shared by the school system and other agencies will provide a prime focus for community activities within St. Lawrence. The community school should provide a vehicle for greater citizen participation and management by the residents.
 - b) by combining school with other community facilities such as recreation it would prevent duplication of services, and a savings in dollars. Given the scarcity of land in the St. Lawrence site it would prevent loss of land which could otherwise be used for housing.
 - c) by combining school with other community services better use of personnel could be made. There would be a greater base of experience and expertise to draw on to meet a variety of educational needs for both school and community.
 - d) under the formula system by which educational dollars are allocated, it would be possible to provide the community with specialized facilities such as shops, arts and crafts room, music facilities, gyms, etc. Recreational needs of community residents could be accommodated within the community schools.
 - e) the orientation of the community school facility would be to encourage use of resources by the community. The community schools are seen to be part of a network of community facilities which will clearly be seen as community spaces available to all residents.
1. It is recommended that a community school be built in Phase A of the project which is K-8 in nature, accommodating 600 pupil places. This will allow for extra staffing and specialized equipment given the current funding formulae of the school board.

It is further recommended that the K-8 school share the community/school recreation centre (see recreation section) with the school having its own entrance that is not on a major artery. It is also important that the community schools be located in close proximity to other service buildings, i.e. the personal service

unit, community health clinic, so that it is apparent there is a network of facilities within this community.

2. In Phase B it is recommended that a second community school be built which will be K-6 and will accommodate 500 students. Again this would allow the school to enjoy certain benefits under the formula for both funding and staffing. Community space would also be available within this second facility, with use to be determined by the residents.

It is suggested that a branch of the public library be incorporated in the second community school in order that a greater community focus be provided within the school. The closest branch of the Toronto Public Library to St. Lawrence is the Parliament-Gerrard branch. This location makes its use almost impossible for young children and seniors.

As there has been no planning for a public library within St. Lawrence, library facilities as part of a community school would meet a need within the community. The Library Board has established a Long Term Planning and Priorities Committee to evaluate future expansion and services. This committee should be approached formally and requested to consider opening full library services within the K-6 community school. However, if this recommendation is followed library facilities would not be available in St. Lawrence until Phase B was complete. To meet the need in the interim period a book deposit should be located within one of the central community facilities (i.e. community school recreation centre). In addition bookmobile services could be provided.

Consideration for School Age Population

The community schools within St. Lawrence will have to provide flexibility in programs to meet the future demands of St. Lawrence students. The experience of the Toronto Board of Education has shown that different groups will have different educational needs and desires which a single educational program may not meet. A diversity in programming will be required for the students within St. Lawrence. Although the ethnic mix has not been determined it is a strong possibility there may be demand for instruction in languages other than English.

In addition to flexibility in curriculum there must be diversity in format. The Toronto Board of Education has also investigated the possibilities of parallel programming. Optimal learning conditions vary from child to child. For some the open concept approach will best suit their needs, others will require a more disciplined approach with emphasis on

fundamental skills. The possibilities of offering in-school alternatives should be explored by residents in conjunction with school board officials.

Additionally, due to internal changes within a community it is expected that it will be necessary to provide for programme changes. As the ethnic and socio-economic mix change so will service needs. The school and community will be identifying new needs and services must change to accommodate them.

Considerations for Community Education

1. Community education needs will have to be identified by the residents and the appropriate agencies approached to provide the services. However, there are certain service providers who are amenable to meeting the specific requests of groups. George Brown Community College has recently established a policy of offering courses requested by residents in their own community. Other groups which could provide specialized courses are YWCA, the Toronto Community Law School, etc.
2. Training programs should be offered within the community as well. Courses relating to the use of paid professionals or community people in any of the social services should be considered as well. Again George Brown is probably the logical choice but other possibilities should be explored.
3. The community education network should tap as many resources as possible. Given the proximity of theatre, the St. Lawrence Hall and other facilities in the immediate area, attempts should be made to link this community with its surroundings.
4. The talents and skills of residents should be utilized as well. Among the 8000 people who will be future residents of St. Lawrence there will likely be vast stores of experiences to be tapped. Skills and talents should be identified at the same time as user needs.

It is recommended that the community information centre operate a central information centre which could bring people in contact with one another on an informal basis (see section on Information Centres). Whether instruction is to be paid or volunteered, time could be arranged individually between instructor and student.

Integration of Services

With two boards of education, that of the City of Toronto and the Metropolitan Toronto Board, as well as the provincial Ministry of Education legally responsible for education, it seems unlikely that educational services will achieve complete integration with other service providers. Although educational matters are the sole prerogative of the boards of education, better co-ordination in service delivery at the local level can be achieved. There are specific possibilities within particular service areas. With a community school included within the recreational facilities separation between formal education and the community will become blurred. The school system has recognized this overlap and currently provides an extensive list of adult education programs.

With the school system being pressured to expand services while at the same time experiencing shrinking funds, it is possible that greater integration of services will be forced to occur. For several years now the Toronto Board has offered an after-hours program for elementary school children. The school has recognized a need for its services beyond the traditional school hours of nine to three. By the same token it is possible that day care and pre-school education will become aspects within the educational network, as the need to integrate becomes more apparent. Other possibilities may focus on libraries and health services.

With the emphasis on community education, greater integration will occur between the formal education system and services provided throughout the community. It is apparent that there is presently some co-ordination in service delivery now between the school system and other service providers, particularly public health nurses and social workers.

Funding

1. Capital costs for construction of community school facilities can be shared between the Toronto School Board and the Department of Parks and Recreation (see Recreation section).
2. Operating costs should be negotiated between the Toronto School Board and the Department of Parks and Recreation.

3. The Toronto Library Board should be approached to share in the capital and operating costs of a community library.
4. Metro Social Services and other appropriate agencies should be approached for funding of possible social services within the community school facilities, e.g. child care.
5. The Ministry of Education has recently instituted a program which will provide 100% of the cost of a proposal related to community education up to a maximum of \$10,000. Application must be made through the School Board and meet criteria established by the Ministry of Education. The grants are available for the development of initial or expanded levels of programme or personnel related to community education. Further sources of funding through the Ministry of Education should also be explored.

Resident Participation in Planning, Design and Management

1. Following the general participatory strategy (outlined in the participation section) it is recommended that residents interested in educational services of all forms be identified and contacted from the waiting lists as soon as possible. It is important that priority be given to identifying future residents concerned with education, given the lengthy lead-up period involved from planning to establishing a school. All capital construction requires Ministry of Education approval. As the entire process may take from three to five years it is important to involve residents at the very preliminary stages.

The committee formed should also be composed of users of the service, that is, the students. Senior public students should participate in the planning and design of their future educational facilities and curriculum.

2. A committee structured around educational services would have several potential functions such as:
 - a) participating in the physical design of the proposed school facilities;
 - b) negotiating with other service providers over provision of space;
 - c) determining which service providers should be included within the community school facility;

- d) involvement in selection of both the principal and teaching staff for the community school(s);
- e) participating in the development of formal school curriculum which would reflect the needs and expectations of the community;
- f) participating in the development of in-school alternative forms of programming;
- g) identifying the overall educational needs of the community;
- h) initiating contact with agencies or groups which would provide for some of the community educational needs; i.e., George Brown College, YWCA.

The two community schools in St. Lawrence would require a residents' committee composed of those interested in education, parents, students, etc. The above list reflects a few of the issues to which a residents' committee might direct its attention to. Other areas of concern might be expected to develop over time.

The early identification of residents is important, given the complexity of some of these issues and the length of time needed from planning to implementation. By involving the future residents in the early planning stages, it would ensure that the community schools would truly reflect the interests and needs of St. Lawrence residents. In addition, it is felt that participation in planning would bring commitment to the community school idea. Rather than viewing the educational facilities as space owned by the School Board, these facilities would be perceived as community space to which everyone has access.

Secondly, by having citizens participate in the early planning stages, a healthy working relationship could develop between residents and school staff. School personnel may identify with the community and understand its particular needs before the school is in operation.

The Select Committee on the Utilization of Educational Facilities recommended formation of Community Councils centred on the neighbourhood school "to promote and support community involvement and participation in the development planning of local programmes, services and resources". It is therefore recommended that resident groups be established as a vehicle for community involvement and participation in decisions concerning the use of school facilities for educational and other community purposes.

In introducing the community education program the Ministry of Education has prescribed the limits on the activities and functions of community school activities. Community school groups according to the Ministry, are to play only an advisory role with no responsibility for decisions affecting local schools. The Toronto Board has shown itself to be more responsive to pressures for increased community involvement but has not yet reached the stage where the community is responsible for school decisions. However, the opportunities for increased participation and shared decision-making powers between residents and school officials do exist.

Residents should also play a major role in selection of staff. Both in the formal schools and in the community education programme. It is recommended that residents be involved in the selection of a principal and teachers, and that the selection of staff be given high priority.

Any personnel hired for either the formal academic programmes or the community education programme should be committed to the principle of community involvement in decision making and delivery of service.

Resident Employment in Delivery of Educational Services

Wherever possible residents should be involved in provision of educational services in St. Lawrence. Paid and volunteer community resource personnel should be made an integral part of the staff of the school. Possibilities exist so that residents could be involved as lay assistants assuming some of the teaching functions. This would allow the teaching staff to devote more time to areas requiring greater attention and bring residents into the schools as active participants in the educational process. It is desirable that these be paid positions but given the present tight financial situation of the school board this may not be feasible. Nevertheless parental involvement in the classroom should be encouraged even at the volunteer level.

Whenever possible parents and other residents should become involved in curriculum development and implementation. This would ensure the school was reflecting the reality of the students and not be outside the experience of the children living in St. Lawrence. Involvement will also have an educative aspect for the parents, enabling them to broaden themselves as well.

Community people should be identified and involved with as many aspects of delivery of service as possible. It is

recommended that wherever possible residents of St. Lawrence be hired to teach and participate in any community education programs offered.

It is possible that employment opportunities will not be all that numerous while opportunities for volunteer activity are certainly more numerous. In both cases the resident committee should explore all possibilities for employment and volunteer activity for St. Lawrence.

Physical Design/Site Plan

1. Both community schools should be flexible enough in design to accommodate changes in enrollment patterns. School space could be expanded or contracted as required.
2. Space in schools should not be designed for one purpose but rather to serve a multitude of activities. Classrooms should be utilized in non-school hours and the design of space should accommodate this.
3. Design of schools should be flexible enough to accommodate a variety of school programs ranging from open concept to more traditional forms.
4. School design should allow for the optimum teaching and learning environments, i.e. sound levels, light, etc.
5. Physical design would necessitate meeting the Toronto Board of Education requirements. The Board considers 100 square feet per child at grade a minimum, including access to open space. It is recommended that both community schools be adjacent to public park space.
6. Physical design should also take into consideration the special needs of the handicapped and seniors. If these facilities are to be truly community resources, access should be denied to none.
7. Both community schools should be part of facilities which have space clearly designated for community use.
8. Both community schools should be centrally located within easy walking distance of one another and other community facilities located within St. Lawrence.

9. Community schools should be so designed that both the community and school elements are identifiable.

Summary of Recommendations

Needs and Services

1. It is recommended that the community school in Phase A will be part of a community recreational facility, and will accommodate approximately 600 students from K-8.
2. It is recommended that a second community school accommodating 500 students from K-6 be built in Phase B of St. Lawrence. The second community school should be located within a community facility located within Phase B which also contains a public library.
3. User needs and demands for community education should begin to be identified as future residents are identified. This would allow for greater input in the planning of educational facilities and services.

Funding

1. The School Board would share capital and operating expenses with the Department of Parks and Recreation and any other agencies sharing space within the community facilities.
2. The School Board is responsible for salaries of school personnel and any community residents employed within the schools.

Resident Participation

1. It is recommended that a residents' committee concerned with education should be established. Future residents can be identified from the City of Toronto Housing Department's waiting list.
2. A residents' committee should be identified early given the lengthy planning period necessary for educational facilities.
3. It is recommended that a residents' committee concerned with planning of educational facilities and services would also include users of all ages. That is, senior public school students as well as adults involved in

the community education program should be involved in any planning decisions.

4. It is recommended that the residents' committee be involved in design of curriculum for the St. Lawrence schools in conjunction with school officials.
5. It is recommended that the residents' committee be involved in selection of future principals and teachers. A mechanism for selection of school personnel could be developed during the initial planning stages by the residents' committee in conjunction with school board officials.

Physical Design/Site Plan

1. It is recommended that the two community schools within St. Lawrence be part of community facilities to be developed in Phases A and B.
2. It is recommended that the two community schools be adjoining public park space.
3. It is recommended that the two community schools be centrally located within walking distance of one another and other community facilities located within St. Lawrence.
4. Physical design of the community schools should comply with criteria outlined in this report.
5. Physical design should comply with criteria established by the Toronto School Board.

2.8 RECREATION

St. Lawrence, when compared to many inner-city neighbourhoods, presents unique opportunities for the provision of recreational services. The present complement of publicly-owned land can permit a smoother process of timing the delivery of services. Moreover, it increases the possibility that all residents of St. Lawrence can have equal access to recreational opportunities.

Planning for the provision of recreation services however, is complicated by the very nature of the recreational experience itself. Because recreation is relevant to people in all social categories, it is shaped by a wide spectrum of changing tastes and needs. Hence, it can occur through a number of providers (not overlooking the individual himself), in a variety of settings, and in a multitude of forms. In St. Lawrence, as in other new communities, the precise nature of the demand for recreation services is difficult to calculate, even though the presence of need is easily recognized and accepted.

This section sets forth strategies which can begin to respond to the St. Lawrence community's needs and objectives in recreation. The development of a mature framework of recreation services remains contingent upon demands yet to be articulated and, more critically, upon user-involvement in this field of service as it and the community mature.

Recreation services constitute the framework of facilities, space, programs and other opportunities which encourages as well as permits involvements of a recreational nature to take place at the community level.

Underlying Assumptions and Objectives of Service

It is generally thought that in recreation services, the accent should be on fostering growth-producing involvements; individual and social development should be the key emphases particularly when, as a social service, recreation is supported by public funds and local community resources. It follows that recreation services should not only provide a context for the satisfaction of individual needs, but should serve as a medium through which community objectives can be promoted and attained.

Discussions between the consultants, members of neighbourhood groups, public officials and service agency workers have permitted the identification of a number of objectives to be sought in recreation services. These include:

1. Adopting a user-oriented approach.

- this implies that in searching for service responsiveness and "relevance" there should be support for extensive user-involvement in the planning and designing of recreation facilities, spaces and programs, in the setting of funding and program priorities, in the implementation, management and assessment of the overall service as it evolves, and, wherever possible, as hired staff.

2. Placing recreation opportunities within the financial grasp of all people in the community.
3. Providing services which meet the special needs of each age group.
4. Locating recreation services so that they are physically accessible to all residents.
5. Providing multi-use settings where numerous activities, responsive to varying abilities and to the need for a range of individual and group choices, can occur.
6. Encouraging the development of community - as well as self-leadership skills among residents, particularly among teenagers and younger adults.
7. Providing facilities and other services which are adapted to serve the special requirements of the ill and the handicapped.
8. Relating recreation to other local services (e.g. housing, education and health).
9. Providing recreation settings and opportunities which can build community solidarity.

- this implies that beyond providing a more or less formal context for user involvement in planning, designing and management processes, recreation should serve as a focal point for developing informal contacts, pleasurable associations and cooperative and mutually supportive relationships between the various neighbourhood groups. While attempting to meet diverse demands and needs, recreation services should, through the instruments of space and facilities allocation and through programming arrangements, seek to counter-balance

conflicts generated by differences such as age, income, ethnicity, etc. This implies, on the one hand, that as a complement to services that meet the special requirements of certain groups (e.g. young children), ample opportunities should be presented for family and other forms of joint participation in recreation as a way of bringing various segments of the community together. On the other hand, it means minimizing the physical and social isolation of certain parts of the community by preventing the occurrence of situations which reinforce separateness.

The foregoing list of objectives is not likely to precisely represent all of those which residents of St. Lawrence might want to strive for in the development of their system of recreation services. However, for the purposes here, these objectives appear to be sufficient as general guidelines which can be translated into more specific service strategies when recreation needs are discussed in detail later on in subsequent sections.

Providers of Recreation Services

This section discusses institutionalized groups which could be possible providers of recreation services in St. Lawrence. These organizations can be divided into five basic categories:

1. Public Sector Agencies and Institutions - organizations which are primarily supported by tax dollars (and, in some cases, by rents) and which usually provide services free, or at relatively low cost. Possible sponsors include the City's Department of Parks and Recreation, the Toronto Board of Education, Metro Toronto Housing Corporation (senior citizens' housing), the Ministry of Culture and Recreation, and the City Non-Profit Housing Corporation.
2. Group-Work Agencies that are Semi-Public or Voluntary - usually supported by some public funds, voluntary contributions, and monies raised by United Community Fund campaigns, these groups include the various "Y's", boys' and girls' clubs, settlement houses, Boy Scouts, Girl Guides, drug control groups and other organizations. In some cases, the services provided by these groups involve membership fees or charges on a program - participation basis. Access to services is seldom restricted on the basis of religion, social status, etc.

3. Developers of Private or Third-Sector Housing - possible sponsors include developers of condominium and private rental housing and non-profit and cooperative housing groups. Services are underwritten through a surcharge on rents or by including costs in a purchase price, depending upon the form of tenure. Services would tend to be for the exclusive use of the residents of the housing to which they are attached.
4. Private Organizations, Religious or Cultural Groups - includes churches, synagogues, fraternal organizations, industrial groups and other organizations. These groups are usually funded by their membership or sponsoring corporation, and not by taxes, voluntary contributions, or monies from community funds. Access to services is generally limited to an exclusive membership.
5. Profit-oriented Commercial Interests - includes any entrepreneur or group that provides recreation opportunities only if they hold some promise of financial return. Access to the diverse opportunities that can be offered is limited to those with an ability to pay for them.

Recognizing that recreation services in St. Lawrence should reflect a user-oriented approach, and that they should aim both to serve special individual and group needs and to influence the growth of neighbouring and "a sense of community", it is recommended that:

1. Recreation services for use at the community scale be sponsored primarily by agencies in the public sector. In close cooperation with users, the City, through the Department of Parks and Recreation, should assume the major responsibility for marshalling the financial resources and professional staff necessary for the development and ongoing support of a comprehensive network of services. Joint responsibility with the local Board of Education should be assumed in cases where facilities are for shared community/school use.
2. All residents of St. Lawrence should be guaranteed access to equal community recreation facilities. To accomplish this, all housing sponsors should be discouraged or prohibited from providing exclusive-use facilities within their developments which are not provided in all other developments of a similar type. (e.g. A swimming pool should be prohibited in a privately developed family housing project unless swimming pools can be provided in all other housing developments.) Instead, housing sponsors should be encouraged to participate in the development of shared community facilities.

3. Semi-public, voluntary, sectarian and other non-commercial organizations provide many valuable services which are not available from public sponsors. Where a need is expressed for services uniquely offered by these organizations, such services should be accommodated within the overall recreation framework in community space.
4. As soon as residents are identified, attention should be devoted to the organization of a residents' committee made up of users of recreation services.
5. Commercial recreation interests should not be granted space for operation or land leased from the City until residents have been identified and have participated in priority setting for the recreation system as a whole, including both the public and private elements.

The general approach which proceeds from the above recommendations appears to contain the following merits: first, it links the development of recreation services in St. Lawrence to public agencies that are mandated to serve community objectives and that have, in a number of instances, demonstrated both an ability to provide a wide range of recreation opportunities and a willingness to accept demands expressed for user-involvement in planning, design, and management processes (e.g. Scadding Court, Brown School, Jimmy Simpson Recreation Centre); second, it acknowledges that, among other alternatives, the City is likely to be the most stable source of support for recreation services which are comprehensive, ongoing and available at low-cost for all residents of St. Lawrence; third, it seeks to build cohesiveness by limiting the incidence of fragmented and duplicated services; fourth, it recognizes the importance of enabling residents of St. Lawrence to have influence in determining which types of commercial recreation ventures are permitted to operate in the community. This aspect of community control serves as the basis for approaching a "fit" between private sector motives and community objectives in meeting recreation needs in St. Lawrence; fifth, it ensures access to equal community recreation facilities.

Recreation Needs and Service Strategies

This section describes a range of services which might be seen as being appropriate for meeting recreation needs in St. Lawrence in the first phase. Each service and its setting is described as it relates to the needs of a particular group, with emphasis being placed on service contexts which provide multiple opportunities for their users and offer chances of harmonious contact between people in different age categories.

A. Children's Play Needs

Planning for children's play emphasizes the need for environments which promote play and learning as continual and integrated processes; the aim is a multi-faceted environment, existing on physical, social and educational levels and suited so that the child can develop, through play, on all these levels at once. Planning for play is thus a complex matter because of the difficulty in operationalizing the intents just expressed. But it is also important because childhood is perhaps the most significant human developmental period - when intellect and personality are nurtured, when potentialities are developed, and when surroundings are discovered and experienced.

It is generally agreed that planning for play can proceed if some prior knowledge exists about the implications which a child's age and activity range have for the location of play and for activity requirements. It is well recognized, for example, that as a child matures physically, mentally and socially, the nature and location of his or her play is likely to change. Planning for play settings must take into account the age group of the children to be served, how the setting will most likely be used given that, and what location and design factors can best meet the needs of the group to be served.

Knowing that the activity range of children increases as a result of natural maturation has important implications for planning the residential environment in St. Lawrence. For example, one centralized play space in the community will only meet the needs of age groups whose activity range extends that far. Thus, in planning for children's play in St. Lawrence, it is generally recommended that:

1. Provision should be made for safe and pleasant play spaces within the dwelling, out doors in close physical association with housing clusters, in neighbourhood playgrounds and other areas deemed appropriate.
2. In choosing locations for these spaces, consideration should be given to the relation of the play spaces to supervising adults, to circulation routes and to roads. Often, a play space may be within the activity range but outside the orbit of daily activities which permit casual supervision, or it may be accessible only by crossing a dangerous street, a factor which discourages safe use.

(i) The Dwelling

While the dwelling is the most frequently used location of recreational activity for all age groups, this is particularly true for younger children. Much of housing design, particularly for low-income people, is nonetheless devoid of any serious consideration of recreation needs in the home. The dwelling, however, poses serious problems for families if the size and layout of the individual units is too confining to accommodate children's play, if the units are not sufficiently sound-proofed to prevent conflicts between children's play and other activities, or if they do not allow easy access to outdoor play spaces. Housing design in St. Lawrence should be aimed at providing concrete alternatives to the bankruptcy which has characterized a number of approaches in the past. Therefore, efforts which are intended to promote family satisfaction while providing adequate opportunities for play inside the dwelling should take into account the following considerations:

1. To as great an extent as possible, flexibility of arrangements within the dwelling should be a goal so as to enable the occupants to apply their personal interpretations to their home in accordance with their needs and preferences.
2. Many housing forms do not allow for adequate supervision of outdoor play. Windows which look out onto play areas, particularly the street, are regarded as essential solutions to this problem.
3. High value is placed on the provision of indoor common spaces which, while accommodating children's play, also permit parents to gather socially while in the process of supervising their children. Such spaces could be suitably located near laundry rooms. Or, alternatively, small dwelling units could be set aside for this purpose and leased to users at a nominal fee. In designing a common room, consideration should be given to the following:
 - a) it should be large enough and laid out in such a way that it will accommodate, at alternate times, both children's play and adult meetings.

- b) it should have a kitchen/sitting room separate from the play room where coffee and snacks for children and adults can be prepared, but where parents can socialize on their own away from, in view and within quick reach of their children.
 - c) it should have access to washroom facilities.
 - d) it should have storage space for toys, supplies, etc.
4. Private or shared yards immediately associated with the rear entrance to the dwelling provide obvious opportunities for outdoor play for pre-schoolers, for gardening and for family recreation of various types. In St. Lawrence, therefore, strong consideration should be given to providing such outdoor family spaces. Where yards are provided at grade, there should be adequate fencing to ensure privacy and to prevent very small children from getting out. Where the dwelling does not have direct access to the street-level, sensitive design could permit gardens and family recreation space to be included above-ground where they are both safe and private, and where they could be easily accessible.

(ii) Communal Play-Lots

These spaces are intended to provide opportunities for safe, outdoor children's play beyond the radius of dwelling yards, but within the limits set by nearby streets. As spaces which are common to a block or other natural cluster of family housing, communal play-lots are most likely to be used by children who live nearby them, although as a rule play-lots should be directly accessible from side-walks and streets and should therefore be regarded as public spaces. They should be located in such a way that they are easily supervisable from the street side and from the home, but they should never abut onto private interior dwelling space. To promote equal access of all families to play-lots, they should be provided wherever it is possible.

Communal play-lots, as intermediate-level play spaces, are intended to serve children who value proximity to the dwelling highly, but whose growth and increasing activity create needs for social play and for physically and mentally stimulating involvements which can not realistically be met in private yards. Therefore, in the design of communal play-lots, attention should be paid to the following considerations:

1. Play-lot users tend to be at stages of development where their preferred play environment is one which is varied and which provides different types of chances for self-expression. Opportunities for exploration and discovery, for physical activity, for quiet play and for contact with nature and other children are all appreciated at various times. Play-lot design should reflect these considerations, and play-lots should be large enough to allow different activities to occur simultaneously with a minimum of mutual interference.
2. Children tend to be attracted to sidewalks and streets as areas where lively activity occurs. This suggests that play-lots must be designed to form an integral part of the network of public streets and lanes. Otherwise they may be underutilized. Further, sidewalks should be wide enough and streets safe enough to accommodate children's play.
3. As vital areas of activity within the neighbourhood, play-lots are likely to attract parents and other local residents who wish to supervise and who enjoy watching children's play. Some thought should be given to locating comfortable seating arrangements nearby to serve as vantage points for observation and as resting spots even when children are not at play.

Quite importantly, play-lots need not be expensive to develop or maintain. Indeed, in the past, the successful development and operation of play-lots has been hindered far less by financial considerations than by the timidity of designers in using thoughtful and imaginative approaches. In St. Lawrence, stress should be placed upon taking advantage of the abundant opportunities offered in play-lot design for parents, children and professionals to participate creatively in fashioning what can prove to be highly valued neighbourhood play environments.

(iii) Neighbourhood Playgrounds

Neighbourhood playgrounds should be seen as public areas intended to meet outdoor recreation needs at a larger scale than that of the communal play-lot. While normally some of the features found in play-lots are included to serve younger children, the playground commonly adds play-fields for team sports, surfaces for court-games and similar facilities. Supervised leadership is usually a prominent feature.

While playgrounds are traditionally geared toward serving the under-fifteen age group, this should not be their exclusive orientation in St. Lawrence. As in the case of the play-lot, it is thought that imaginative approaches to designing playgrounds for children are needed. It is also suggested that strong emphasis be placed on ensuring that playgrounds serve all age groups. It is therefore recommended that:

1. As a general approach to their development, all playgrounds located in St. Lawrence should be designed as community-use facilities to serve people in all age categories.
2. Playgrounds should be located throughout St. Lawrence in such a way that residents in different sectors of the community have equal access to playground facilities.

Community-Wide Recreation Services

This section deals with a centrally located core of services which can be used community-wide. The recreation needs of teenagers, adults and senior citizens are discussed primarily in relation to these services.

B. Teen-age Recreation Needs

Since as currently proposed, teen-agers will be attending school and hence, developing many of their associations outside St. Lawrence, there will be an essential need for building ties between teen-agers and the rest of the community. Recreation services may perform a significant

role in helping to meet this requirement. However, situated as they are in a transitional period between childhood and adulthood, teen-agers are confronted with somewhat unique problems which must be taken into account in any proposal which is designed to meet their needs.

While it is obvious that recreation services in St. Lawrence, as in any other community, cannot represent a cure-all for the complex problems of teen-agers, it is thought that they can serve broader purposes than pacifying youthful energies or preventing delinquency, which are too often the approaches. In St. Lawrence, consideration should be given to providing a context for teen-age recreational activity, which, while embedded within the framework of community-use facilities, provides young people with an element of autonomy and responsibility which is a counter-part to the limitations which they experience in other areas. This context moreover, should permit teen-agers to exercise self-leadership, to offer service to other residents in the community, and to acquire meaningful skills which are of long-term value because they enhance employment opportunities and community-leadership capabilities. Accordingly, it is recommended that:

1. In St. Lawrence, priority should be given to setting aside a separate space in a community recreation centre for the exclusive use of local teen-agers. This space or "teen-centre" should serve as a primary focal point for social recreation (e.g. clubs, parties, dances) for adolescent youth in the community, and should stress teen-age self-leadership in program planning and management. Its location within a community-use facility would also establish the teen-centre as the main point of contact between teen-age groups, other residents, and other recreation services in the community.
2. The teen-centre should be established as the primary link between teen-agers and a variety of youth services. Particular emphasis should be placed on birth-control and other counselling programs, group work programs, and special programs for "problem" and handicapped youth. Consideration should also be given to providing instruction in community development and community decision-making. As the demand for services arises, various public and voluntary agencies such as George Brown College and the Y.W.C.A. should be encouraged to give the necessary program support.

The intent of the above is not merely to provide teen-agers in St. Lawrence with a designated area to "hang-out" or to engage in the more obvious forms of recreational activity. Program support, exposure to leadership and service models, and to resources which contribute to the teen-ager's development over the long term are all seen as necessary components of a properly functioning teen-centre.

C. Recreation Needs of Young Unmarried Adults

Within the community at large, the young, unmarried adults (between 20 - 25 years of age) represent a group which often makes minimal use of community recreation facilities. This is partly a function of this group's general preference for commercially sponsored recreation which serves adults, and its financial ability to meet recreation requirements independently and in more exclusive settings. It is also due to the fact that many community recreation centres serve children and families while placing little stress on programs for single adults.

While it is unlikely that people in this age group will need special facilities or space which cannot be used by other groups, consideration should be given to making some programming arrangements which are geared to serving young adults in a community setting. It is therefore recommended that:

In any community recreation centre which is developed, programming and scheduling arrangements should be made to accommodate the needs of young adults for social activities. The formation of service groups which promote interaction between young adults and other members of the community, particularly youth, should be actively encouraged.

D. Recreation Needs of Adults with Families

While the recommendations below are made in reference to all adults with families, they may apply with different weights to young parents and to parents who are middle-aged and older. Young parents tend to be more frequent and active users of community recreation services than their middle-aged counterparts. Likewise they tend to

be more involved with other families and other age groups both as participants in, and as leaders and organizers of recreation and other community activities.

A small percentage of middle-aged people participate in sports which take place on public facilities and a larger number enjoy more passive involvements in public parks and open spaces. Recreation services of this kind often serve as counter-parts to the stress which middle-aged persons experience in their normal routines and, as such, they will likely fulfil an important function in St. Lawrence. Much of the recreation time of this age group however, is absorbed by activities in the home or private yard. And for those who can afford it, travel away from the neighbourhood to conservation areas, resorts, cottages, campsites, etc. are popular options.

The Bureau of Municipal Research study (1971) pointed out that within the neighbourhood, recreation activities in which the family can participate are important to adults with children. In St. Lawrence, the provision of community-wide family recreation opportunities should be a high priority, not only because it contributes to the building of family ties, but because many households will not be able to afford family recreation activities which occur outside the neighbourhood. For the reasons cited above, it is recommended that:

1. In any recreation centre that is developed and on its adjacent spaces, a core of services should be made available for family recreation. These services would include picnic areas, workshops, indoor and outdoor spaces for cultural and ethnic events, sports areas, hobby centres and the like. These services should be designed so that they are usable by all age levels, but scheduling arrangements should be made to designate certain periods (e.g. part of the evening) as "family sessions".
2. Wherever possible, throughout residential, commercial and other areas in the neighbourhood, green strips, vest-pocket parks, and other small open spaces should be provided as leisure areas for older adults and other people in the community. Such spaces should be separated from areas for active recreation and from heavily travelled motor routes, and should include benches and other accessories to ensure that they are usable and not merely open spaces.

Because parents, among other groups, are likely to be most involved in planning the recreation system, and because parents often need leisure time away from their children, it is further recommended that:

3. Spaces within a community recreation centre should be designed so that it may be adapted for formal and informal adult meetings.
4. Consideration should be given to providing appropriate child-care and programming arrangements which support the participation of parents in community business, and which permit adults to use community recreation facilities with their peers, apart from children.

E. Recreation Needs of the Elderly

Because senior citizens' services are discussed elsewhere in this report, a discussion of seniors' recreation needs here will be brief. It is sufficient to reaffirm that while the limited mobility and physical resources of the elderly should be taken into account in considering the location and type of community recreation services to be offered to them (i.e. near seniors' housing...relatively passive involvements which invite social contact), seniors also represent a largely untapped reservoir of knowledge, skills, and free-time which meshes with the needs of other groups and which makes seniors capable of making their own decisions.

Bearing these thoughts in mind the following considerations should be taken into account when designing community-use facilities to serve the needs of the elderly:

1. While they, like younger adults, value open spaces for quiet retreat, the elderly also enjoy observing human activity without being directly in its path. Sitting areas for the elderly to congregate near playgrounds and near sidewalks should thus be provided, but in such a way that the aged can be integrated into vital and lively areas without being physically threatened by them. In these areas, elderly people can watch children's play, observe passers-by and have a focal point of attraction if, for example, permanent fixtures for sedentary games (e.g. chess-boards) are provided.

2. Since the elderly are not as agile as younger people, particularly if they are physically handicapped, high curbs, steps, and rough ground can prove to be obstacles to them. Ramps should therefore be incorporated into sidewalks and into step construction at recreation centres and similar places where the elderly congregate, to facilitate movement for them. Where appropriate, adaptations might also be made to facilities in a community centre (e.g. washrooms, swimming pools) to enable seniors to make easy use of them.
3. While it is generally true that the elderly do not participate in physically demanding recreation activities, exercise is at the same time important for this group. In a community centre, facilities which can serve younger people such as swimming pools and exercise rooms can thus perform useful services to seniors. The elderly, however, are understandably reluctant to use these services when younger people are around. This suggests that in any community centre that is developed, special times should be set aside so that seniors can use the facilities in relative privacy.
4. While, as a general rule, the Metro Toronto Housing Corporation provides a recreation room for seniors in the housing that it builds for them, typically no resource people to assist the elderly in recreation programming are made available. In any community recreation centre that is developed then, such assistance should be provided. In addition, arrangements should be made to allow such resource persons to be seconded to seniors' housing when it is appropriate and desired by the residents.

The Community/School Recreation Centre Approach

The upshot of the foregoing discussion of recreation needs is to provide substantive support for the location in St. Lawrence of a community recreation centre which can serve all age groups. Such a centre would include a swimming pool, gymnasium, a teen-centre, kitchens, storage areas, various multi-use rooms for meetings, social events, crafts, hobbies and games and adjacent out-door space for playgrounds, court games, sports-fields and for seating arrangements from which activity can be observed. This centre would not be the location of all the public park-land in St. Lawrence; instead, it would be the focal point to which a network of small parks and usable pockets of green-space could be linked.

Since considerable pressures exist in St. Lawrence to exercise economy in land use, the location of a community recreation centre on the same site as an elementary school is seen as the best possibility for meeting recreation requirements at the community scale in the first phase of the project. The development of such a centre, however, should reflect the view that it is a community facility which is shared by the school and not a school facility which is shared by the community.

The advantages of a community/school recreation centre appear to be as follows:

- a) It prevents the loss to housing or other services which might otherwise occur if facilities made available for the use of school children are duplicated elsewhere for community use.
- b) Since the City would have a responsibility as a sponsor in any publicly provided centre which is scaled to meet the demands for community use, facilities not normally found in schools could be provided, thus enabling students to have easy access during school hours to a more comprehensive network of services than would ordinarily be the case if the School Board was the sole sponsor. This would allow the school to more effectively pursue broad objectives in physical education and recreation.
- c) It encourages the fuller utilization by the community of playgrounds and the valuable open space which is normally situated adjacent to schools. Such areas in a community/school framework can be designed to appeal to the demands of different groups of users and can perform a role as supplemental parkland and as a focal point for active involvement for all residents.

For these reasons, it is recommended that:

- 1. The same site as an elementary school in St. Lawrence should be the location of a recreation centre for shared community/school use.
- 2. The City, through its Department of Parks and Recreation, and the Toronto Board of Education should jointly make arrangements for underwriting the capital costs for the development of such a centre and, where appropriate, for the development of its adjacent lands.

3. These two sponsors should make arrangements to underwrite the operating costs, including the costs of hiring professional staff once such a centre is developed.

While it is clear that very precise specifications about the arrangements to be made between the City and the School Board cannot be made here, conformity to the following performance criteria is strongly urged:

- i) The recreation centre must be designed so that it has an identity of its own apart from the school so that it is clearly understood that it is for community use and is not merely an appendage of the school. The centre's location on the site should also be such that it fronts onto a major neighbourhood street (i.e. the Esplanade).
- ii) Arrangements should be made to allow all residents and not merely school children to use the recreation centre during school hours.
- iii) The interior space of the school should be made available for community use.
- iv) The City should make arrangements to operate school playgrounds under supervised leadership during the summer months.

It should be pointed out that the community/school recreation centre approach is not free from obvious problems. Since it is assumed that residents will be involved in the planning from the outset, the shared-use concept implies resident participation in complex negotiations with officials of both the School Board and the Parks and Recreation Department over such matters as funding formulae, scheduling, and the use of school property when classes are not in session. The inherent problems in this arrangement may be obviated somewhat by the fact that precedents already exist for such joint planning (e.g. Scadding Court). Indeed, in light of this, strong consideration should be given to finding resource persons with relevant experiences in other communities to act as advisors to residents of St. Lawrence in their planning process. The success of the community/school recreation centre concept ultimately depends, however, upon the degree of co-operation between the major sponsors in their dealings with each other and with residents. Such

co-operation is necessary and desirable because it supports what appears to be the best alternative for providing community-wide services early, and in a practical manner. However, since it can be anticipated that some lag will occur between the time that residents are housed and the time that recreation services are made available, and since it is unlikely that some highly specialized facilities (e.g. an arena) can be built in St. Lawrence, it is recommended that:

During the interim period when community recreation services are not available, and at any time when users express a desire for services that cannot be offered locally, the City should make arrangements to transport residents to other centres where these services are provided.

Funding

Funds may be available from the Ministry of Culture and Recreation under the Community Recreation Centres Act. This Act provides the lesser of:

- a) \$10,000 or 25% of the cost of a community hall, skating arena, athletic field or outdoor rink;
- b) \$15,000 or 25% of the costs of buildings which house indoor and outdoor pools;
- c) \$20,000 or 25% of buildings including both a community hall and indoor pool.

Playing fields, tennis courts, gymnasias and cultural centres can also be partially financed under this Act.

Approved corporations (e.g. community groups, municipalities) are eligible to apply for funding under this legislation, but School Boards are not. The Act's regulations suggest that the management structures of community centres be regulated by a Community Centres Board of Council composed of elected officials, but this is typically a fairly flexible arrangement.

The Ministry's Sports and Recreation Bureau offers free consulting services to community based groups and municipalities to help plan program and leadership training events and to co-ordinate recreation groups and programs.

Grants are also made available to the municipality through a complex Ministry formula which may be applied against approved maintenance and operation costs (everything but leadership salaries) for expenditures approved by City Council. Grants are tied to the number of certified staff with a maximum of \$2,500 annually per director or assistant. Other recreation staff are supported at the rate of \$500 each. In addition, 25 per cent of operating and maintenance costs, not to exceed \$1,000 is claimable. The regulations state that under this formula, a municipality of the size of the City can only get a grant of \$15,000 maximum for its entire recreation program. The total formula grant is thus relatively insignificant.

Monies from the "Wintario" lottery may also be available to community-based groups, but the present fund is small (\$9,000,000 for the entire province), and a precise policy for its allocation is yet to be formulated.

For capital and operating cost grants available under the Province's Elderly Persons Centre Act see "Seniors" Section elsewhere in this report.

Resident Participation in the Planning Design and Management of Recreation Services

Planning and Design

The participation of users in the development of the recreation services system in St. Lawrence is enhanced by the fact that recreation itself is intended to be pleasurable and bears little of the stigma attached to some of the other services in which users will participate. The planning process is likely to be complicated, however, because of the number of different organizational providers that can potentially be involved, and this may discourage participation.

It is quite essential therefore, as recommended, that future residents who are interested in planning for recreation services, be contacted from waiting lists as soon as possible. Once contacted, these individuals should be organized to form a committee which is as representative as possible of all age groups and which will have the responsibility for the development of the community recreation centre and other community-wide recreation services. A separate committee need not be formed to deal with housing-related recreation matters as this can be done by residents' housing groups.

(i) The Housing

In meeting recreation needs, residents' housing groups should probably consider how the following tasks will be performed:

- working with housing developers, architects and designers to determine the precise design criteria for play-lots and for accommodating space for play and other leisure-time activities within the dwelling and in private yards;
- determining ways in which parents can be involved in the actual construction of play-lots and the accessories for them;
- determining the procedures by which play-lots can be maintained.

Subsequent to the development stage, housing-related recreation services are likely to warrant few formal management arrangements. Parents may however, set up a process whereby they and their neighbours can supervise communal play-lots at alternate times.

(ii) The Community Recreation Centre and other Community-Wide Services

Refinement of the working definitions of goals and needs set out in this report is seen as a chief responsibility for any residents' committee which is responsible for participating in the development of recreation services for community-wide use.

It is expected, therefore, that consultations between this committee and other users will be an essential component of the planning and design process. Viewed in this context, the committee should probably consider dealing with these tasks:

- developing a working relationship with officials of the Department of Parks and Recreation and the School Board for the purposes of articulating community needs, discussing and identifying the scope of use to be made of shared-use facilities, defining the role of professional staff in relation to such facilities, defining financing and budgeting arrangements, exploring employment possibilities for residents in recreation services and setting program priorities in, and physical design criteria for shared-use facilities.

- working with the two major sponsors to explore funding possibilities and to tap other resources which might be available from other levels of government;
- working with City Park planners, landscape architects and designers to determine the location and design criteria for parks and other open spaces. This would include a review of site-planning decisions which have already been made.
- forming working relationships with other residents' service committees.

Implementation

During the physical development phase of the community's recreation facilities, it will be important for residents to monitor the process to ensure that planning guidelines and design specifications are satisfactorily followed, and to make adjustments where this is appropriate. Representatives of the residents' recreation committee should perform an important leadership role at this stage, making progress reports to the community, encouraging other residents to extend their involvement in the community centre, and doing some of the promotional work which is necessary before any new service comes into being.

As the development phase nears completion, the residents' recreation committee will likely turn its attention toward the ongoing functions performed by the management structure. The relative smoothness of the transition process will be affected by the fact that at least some of the residents who participated in the development phase will likely be part of the management structure as well.

Management

Consideration of the broad issues of management will be the responsibility of the structure which evolves out of the procedures taken by residents during the planning and development phases. For a generalized statement of the activities to occur in management, see Part IV of this report.

As part of an employment strategy for St. Lawrence, an effort should be made to hire residents as staff wherever it is possible and whenever capabilities are present.

Residents should, in any case, have some control over the hiring and firing of staff, budgeting expenditures and programming and scheduling arrangements.

Resident Employment in the Delivery of Recreation Services

Priority should be given to hiring residents whenever possible to assist in the delivery of recreation services (e.g. teaching machine and craft skills). Beyond this, there will be numerous opportunities for volunteers to perform valuable leadership and non-leadership roles in St. Lawrence. For example, residents could be involved in organizing, instructing, and guiding people - advising a hobby club, giving sports instructions and coaching, organizing tournaments, theatre groups and cultural events, and conducting trips for families and seniors to such places as the Toronto Islands, R.O.M., the Planetarium and so on. Consideration might be given here to matching different age groups when this performs a useful service function - for example, seniors could be excellent play-ground story-tellers and "history" teachers for young children and young adults can provide assistance to teens. Consideration might also be given to making publicly operated resources on the periphery of the community (e.g. the St. Lawrence Centre) available to resident groups.

Residents can also perform useful roles in non-leadership capacities - as officials at athletic games or contests, judges at special events, ushers at dramatic productions, and as clerks for typing and mimeographing announcements and bulletins.

An effort should be made to establish youth and junior counselling programs which will enable people in the under 20 age group to offer service to other groups and express capacities for leadership. Through this program, youth can develop programming and management skills for self-leadership in their own activities and can learn about the tasks required for management of the community centre as a whole.

While pleasurable activity and important service functions are intended to be the result of resident participation in the delivery of recreation services, other valuable spin-offs might be generated. For example, the development of artisanship or craft skills in the community might enable residents to produce items which they can sell and thereby raise money which will support community projects or the employment of a community member. Consideration should be given to ways of fostering such developments.

Relating Recreation to other Service Areas

Recreation is related to Education, Health and Welfare in the obvious sense that it provides settings for learning experiences and for the enhancement of physical and social well-being. Likewise, it is related to employment insofar as it creates jobs and opportunities for acquiring vocational skills.

Recreation as a service has additional significance in the health field because it is a non-threatening vehicle through which able and interested people of all ages in the community can render service to those who are in ill-health. It is strongly urged therefore that programs which encourage residents to support those with the greatest need - the physically disabled, the discharged mental patient, the mentally retarded child or adult, the homebound elderly person and others, be an essential aspect of recreation services programming in St. Lawrence. Day camps for handicapped youth, visits to hospitals and to shut-ins for chess games, hobbies, and social recreation are examples of how such needs can be met. In this way, the residents of St. Lawrence can broaden their service objectives both inside and outside of the community.

2.9 INFORMATION SERVICES: THE COMMUNITY INFORMATION CENTRE

1. Need

It should be expected that throughout the early stages of the project, the Community Development Co-ordinators and the residents' service committees will have the responsibility of communicating information about services and resources to residents of St. Lawrence.

As the community matures, the service management structures are put into place and the local service network as a whole becomes more developed and complex, it will probably become necessary to establish a centrally located setting from which community information in general can be obtained. The community information centre is such a setting. By providing residents with personalized information about services and resources both locally available and located elsewhere, by giving advice to enquirers and by making referrals, the centre can act as one entry point into the total services system. By being easily accessible itself, by having high visibility and by being available for use by everyone in the community, the information centre can facilitate the access of St. Lawrence residents to a range of existing services. It is therefore recommended that:

Whenever it is deemed appropriate by residents, a community information centre should be developed in St. Lawrence.

2. Services

In performing its responsibility of increasing local residents' awareness of services and facilitating access, it is desirable that an information centre perform the following roles:

1. Providing simple information such as where something is located and how to get there.
2. Providing information about more complex matters such as a service agency's mandate, provisions of law or a service-user's rights.
3. Giving advice on how to proceed - not only outlining the possible alternatives, but suggesting a course of action.
4. Facilitating the transition from enquiry to service by referring the enquirer to the service which seems most appropriate for dealing with his/her problem situation.

5. Following through to ensure that the enquirer has made contact with the relevant service(s) and has had his/her needs recognized and addressed.
6. Providing supportive relationships for people whose continued well-being requires an occasional dropping in for informal conversations and for friendly personal counselling.
7. Updating information about services and maintaining accuracy in that information.

As the information centre itself matures, consideration should be given to encouraging and training its staff to take on a stronger community development role, expanding the centre's functions to include:

8. Conducting "outreach" programs.
9. Organizing people who share common problems.
10. Conducting general community education programs and campaigns where enquiries reveal a widespread need for information.

3. Planning Implementation and Management

Planning for the development of the Community Information Centre and for the management of its ongoing operations should follow the general strategies outlined in this report (See Participation section), starting with the organization of a residents' planning committee. The Community Development Co-ordinators and the management bodies for the various services should play a key role in the organization of this Committee, since they will likely be most aware of the gaps which the information centre might fill.

Once the Committee is organized it would have the responsibility for developing the management structures for the information centre and for recruiting and hiring residents to operate the facility.

4. Linkages with Other Services

For the purpose of supporting the role of the Community Information Centre in facilitating access to services, it is recommended that:

The information centre should share the same physical facilities as the Community Health Clinic and the Personal Services Centre.

It is essential that the information centre, while being associated with the other services, does not become merely an appendage of the Health Clinic or the Personal Services Centre; the information centre should not be isolated from other sources of information and services in the community, but should serve as a resource for all community services and as a focal point where general information can be obtained. It is therefore recommended that:

In the design of its physical facilities, the Information Centre should be given an identity of its own, apart from the services with whom it shares space. The objective in design should be to enable the Information Centre to pursue the goal of community service in the broadest possible sense without being identified with one particular service or group of services.

5. Funding

Since it is recommended that the Information Centre be located on space which is leased from the City or other public body at a nominal charge to residents, it is likely that operating expenses - for staff salaries, staff training, supplies, telephone etc. - will be the major concern. The Ministry of Culture and Recreation, through its Information Centres section, provides grants to cover operating costs, but this is only at some time after an information centre has been established and has demonstrated stability in management, a capability for providing service to a community as a whole, a degree of voluntary service, and a willingness and an ability to be evaluated and to evaluate itself. Usually the waiting period for funds from this Ministry is a year or more after an information centre has begun its operations. It is likely therefore, that residents of St. Lawrence will have to seek funding of a limited-life nature (i.e. L.I.P., O.F.Y., Research and Demonstration Grants, United Community Fund Grants, etc.) to cover operating expenses.

Part of these costs should be paid for by monies drawn from the budgets of the Community Development Coordinators.

PART THREE:

JOINT IMPLICATIONS FOR AN OVERALL SOCIAL STRATEGY

3.1 A STRATEGY FOR RESIDENT PARTICIPATION IN ALL
ASPECTS OF PLANNING, IMPLEMENTATION, AND
MANAGEMENT OF ST. LAWRENCE

On February 5, 1975, the City of Toronto Council adopted the City of Toronto Executive Committee Report #5, which created the St. Lawrence Working Committee, and defined one part of its terms of reference as follows:

" 6. that the Working Committee elect a permanent chairman from its members and that the Terms of Reference of the Committee be as follows:

(a) assist the Council in involving the wider public and report back and make recommendations accordingly..."

Council thus charged the St. Lawrence Working Committee with direct responsibility for the question of citizen participation in St. Lawrence.

The Terms of Reference for the social services study, directed the consultant

" To work with the St. Lawrence Project Committee to design a process of community participation in social services planning which can provide immediate planning input as well as assure a transfer of planning and management responsibility to the eventual St. Lawrence community."

On June 27, Council, on the recommendation of the St. Lawrence Working Committee, extended the Terms of Reference of the Social Services Study. It directed the consultant, with the participation of citizens and the St. Lawrence Working Committee, to design a process "that provides for citizen participation in planning, design, and management" of all aspects of the St. Lawrence project. The extension of the Social Services Study went on to state that

" It is expected that, through this participatory process, an overall social strategy would be evolved. This social strategy would encompass all aspects of the St. Lawrence community, and would provide for a plan and phasing program for participation in the development and implementation of this social strategy..."

The following section of the social services report recommends a strategy for resident participation in all aspects of planning, implementation, and management of St. Lawrence.

Since proposals in this section are urgent, it is recommended that the Working Committee, in accordance with its Terms of Reference, extract this section of the Social Services Report, and forward it to Council, recommending immediate approval of the recommendations made herein.

Participation and Planning - Some General Comments

Community participation can be obtained from four sources: the Working Committee, knowledgeable individuals and service workers, "surrogate communities", and future residents. Extensive involvement of the first three would mean that external groups would be making decisions for the St. Lawrence community. In the final analysis however only the involvement of future residents will lead to effective participation.

It is recommended that as little pre-planning of St. Lawrence as possible be done until an effective degree of participation by future residents can be achieved.

It is obvious, especially in the area of land acquisition, that pre-planning decisions have already been made which will be difficult for future residents to reverse if they so desire. With the completion of site planning late in 1975, many more decisions will have to be made. There seems to be no way to avoid this type of pre-planning before the involvement of future residents can be achieved, except to delay the whole implementation process, possibly for a considerable time.

Thus, while recommending a minimum of pre-planning, the implementation of the housing program and many of the other recommendations of this report should not be delayed while the initial participation of the residents is organized.

However, as residents become involved, they should be able to review any pre-planning which has already been done, and have the opportunity to make changes which they desire, and are possible.* Decisions made on the planning and provision of services, without future resident involvement, should not be so rigid as to preclude later modifications and alterations.

The most critical element in creating an effective system of participation, is the early identification and organization of the future residents, and their involvement in all aspects

* mechanisms for resident involvement and control of the development process are discussed in the housing and physical design sections.

of planning, implementation, and management. The strategy for resident participation is outlined in a four phase program in the next section. Following this, two scenarios are described demonstrating the best and worst ways in which this strategy might become operationalized.

The Strategy for Continued Participation, and for Transfer of Planning and Management of the Social Services to the Residents of St. Lawrence.

Phase I The Present Participatory Process

Participation in the Social Services Study involved three groups - the Working Committee, service workers and knowledgeable individuals and representatives of surrogate communities (see Appendix 4 - Methodology of Participation in the Preparation of the Social Services Study). The role of the latter two groups was advisory. There was virtually no systematic contact between the Working Committee and other participants. The active contact was the consultant group. Thus, the Working Committee was a limited forum for the development of expanded participation in the preparation of the social services study for the following reasons:

- a) Membership of the Working Committee comes from four groups - developers, groups having a financial interest in the development of St. Lawrence, citizens' groups, and City Council. Members from the first three groups tend not to be representative of general community interests. Rather, they represent special economic or political interests which may or may not coincide with the interests of the future residents of St. Lawrence. The citizen groups represented are mainly those dealing with housing - especially non-profit and co-op housing. There is limited representation from residents' associations, social service groups, etc. Therefore, it would not appear that the membership of the Working Committee is representative of a particularly broad range of citizens' groups, although they deal with all aspects of planning and management for St. Lawrence.
- b) The assertion that the membership of the Working Committee is not representative of a broad enough range of individuals and organizations, does not imply that no broad range of expertise and experience exists among the individuals on the Committee. On the contrary, many members of the Committee have

extensive experience in residents' groups, social service organizations, etc. which they bring to analysing issues in St. Lawrence. All this is indicative of the impression that most members of the Working Committee tend to act as individuals, not as delegates presenting the policies of the organizations they represent. There is limited evidence to suggest that there was much consultation between committee members and the groups they represent. This implies that the Working Committee is not composed of the delegated representatives of groups chosen as representatives of the public interests in St. Lawrence. Rather, it is composed of a number of individuals with varying experiences and interests whose present function is to provide for citizen input into the planning of St. Lawrence so that the planning process will not be confined to City Hall officials and consultants.

- c) A proposal (by Alderman Sewell) that participation be expanded by holding public meetings, circulating summaries of consultants' reports, and setting up small discussion groups, would have the effect of widening the number of people involved in expressing their opinions on St. Lawrence.

This expanded participation is proposed to reach four groups, of which three (local residents' groups, luminaries in the development industry, and housing groups across the City) are already represented in the Working Committee and one (city-wide organizations that might be interested) is so vague that it could include almost any group. Again, it is unclear whether representatives of these groups will be approached as individuals, or as delegates of their groups' policy positions.

The Working Committee is a legally constituted body with specific responsibilities. Members of the Working Committee vote on issues. What power in decision-making will be accorded to the representatives of these new groups? The proposal does not make this clear. If no power is given, it does not appear that this proposal will result in the expansion of the participatory process, except in including more people in an advisory role.

The participation of service workers and representatives of surrogate communities was primarily advisory. However, the number and variety of organizations contacted, and the technical expertise of the individuals interviewed, was greater than that available on the Working Committee. As a result, it was felt that this form of participation was extremely useful.

While both of these forms of participation provide technical expertise and expanded citizen involvement of an advisory nature, neither of them directly involve, or provide a means for achieving the involvement of those people who will be most affected by the planning and management of St. Lawrence - the future residents.

Since participation implies the achievement of self-management, the involvement of future residents is necessary for the realization of a fully effective participatory system.

Phase II A Community Development Co-ordinating Activity

1. To achieve effective participation - i.e. future resident involvement - it is necessary to begin the process of identification and organization of future residents as soon as possible. This process is complex, time-consuming, and requires experience in community organizing, and expertise in both housing issues and social service systems. To accomplish this, it is recommended that a community development co-ordinating program for the St. Lawrence project be adopted immediately by Council.

The function will involve firstly, the development of the participation of future residents. All possible means of identifying future residents should be explored - City of Toronto, Metro Senior Citizens' Housing, and O.H.C. waiting lists; publicity on St. Lawrence in tenants' association newspapers, and housing groups; and memberships of third sector developers who wish to provide housing in St. Lawrence. Having contacted possible future residents, the program should facilitate the organizing of residents' committees in each of the social service areas, with the ultimate goal of developing their control over planning, implementation and management of the social services (including housing).

To this end, the program should develop and implement strategies which will facilitate the transition of management from essentially City to essentially resident groups.

The second function of the program is to initiate the process of implementing the social services (subject to the constraints expressed in the recommendation of this report). As much as possible, this should be done through the future residents' committees. If no effective future resident involvement exists, the program should be designed to begin the process of implementation. In either case, the program should organize and initiate the continued participation of knowledgeable individuals, service workers, representatives of surrogate communities and representatives of third sector housing groups, as

consultants in the planning of the social services.

Given the particular importance of third sector housing in the development of the participatory process, the program should facilitate the involvement of third sector housing groups in St. Lawrence.

In order to fulfill some of the employment recommendations made in this report, the program should initiate training programs to enable citizens to engage in service delivery and management.

The proposed program should be integrated with the planning staff responsible for the development of St. Lawrence, with the St. Lawrence Working Committee and its various Sub-committees, and with individuals and service workers, acting in advisory capacities.

It is recommended that two positions be created and filled immediately: St. Lawrence Community Development Co-ordinator - Housing, and St. Lawrence Community Development Co-ordinator - Social Services.

Each person will have responsibility for a distinct functional area - i.e. housing and social services. As a result, different fields of expertise will be necessary for the fulfillment of each of the positions.

a) Community Development Co-ordinator: Housing

It is anticipated that the person fulfilling this position should have the following basic qualifications:

- experience with all phases of the housing process - specifically, planning, development (both design and construction), and management.
- experience in working with residents' associations, co-operatives, non-profits, and public housing.
- knowledge of government funding programs for housing development.

b) Community Development Co-ordinator: Social Services

It is anticipated that the person fulfilling this position should have the following qualifications:

- knowledge of, and experience in all aspects of social service delivery - specifically knowledge of technical aspects, structures, and regulations of both public and private agencies; an understanding of planning, implementation and management of services at the local level.

- experience in community development and organization.
- knowledge of public and private funding programs for the social services.

As the work load increases, it may be desirable to employ additional staff.

3. There are difficulties in having a City Department act as the employer of the C.D.C.'s. Ideally, the C.D.C.'s should be employed by the residents themselves. However, because of the desirability of the immediate creation of these positions, it is not possible to pursue the ideal at the outset.

Within the present context, the most acceptable method of employing the C.D.C.'s would be to have the Working Committee act as the agent of the future residents until such time as they are organized and decide to become the direct employers of the C.D.C.'s. The Council would hire and/or terminate the contracts of the C.D.C.'s on recommendation from the Working Committee as agent of future residents.

The C.D.C.'s should be hired on two-year contracts, subject to evaluation of their performances. In addition, the Terms of Reference for these positions should also be subject to periodic evaluations. The residents (or their agent) should be responsible for this evaluation, and should make recommendations for renewal to Council.

Any additional personnel needed should be employed in the same manner.

4. It is recommended that the City of Toronto make funding available for the immediate hiring of two highly experienced and committed people to fill these positions. The positions should be viewed as being senior ones, with salary ranges comparable to that of a Project Planner: Housing Department (i.e. \$18,000 - \$22,000).

Phase III The Identification and Organization of Future Residents, and the Expansion of the Participatory Process

The Identification and Organization of Future Residents

1. Future resident identification and contact can be initiated through use of the City of Toronto, O.H.C., and Metro Senior Citizens' waiting lists for subsidized housing. Later, other future residents can be identified from third sector housing waiting lists.

Presently, there are 1,600 names on the City waiting

list, - these include families, seniors, single people. A campaign to publicize the St. Lawrence project would probably double the number of names on the list.

The list is being computerized, and the program is expected to be ready in September or October. Applications for housing include information such as size of family, age and sex of children, income, school system supported, etc. Once this information has been computerized, the process of determining which people would qualify for housing to be built in the first settlements, and what their particular needs might be in the social services (e.g. day care, education, etc.), can be initiated.

Experience has shown that, on the average, there is a 50 per cent drop-out rate between the time a person applies for housing, and the time he is offered accommodation. Given the time span between application and the time when the first dwellings are occupied in St. Lawrence, it would seem that many of the people presently on the housing list would not, or could not, wait for St. Lawrence to be built. On the other hand, factors such as soaring rents, high cost of private housing, decline in housing and apartment starts, limited availability of other subsidized housing, over-application for co-op's and non-profits, and inflation, will have the effect of limiting the alternatives, especially for first quartile people, in the next few years. In addition, St. Lawrence is the City of Toronto's major housing commitment for the next few years, and its location is desirable. Many persons applying for subsidized housing might choose to wait, or to move into some temporary accommodation, until they can get into St. Lawrence.

Despite these potential limitations, contact of future residents from housing waiting lists is the only feasible method of achieving the goal of involvement of future residents in all aspects of planning and management for St. Lawrence at the earliest possible time. The process of contact should be ongoing, and it is expected that it will involve even larger numbers of future residents as the project is developed.

2. It is unlikely that many people will wish to involve themselves in a lengthy process of developing and managing housing and other social services in St. Lawrence on the chance that they might be accommodated there.

Residents who are contacted, and who commit themselves to participating, must be guaranteed accommodation in St. Lawrence. Without this guarantee, there would be little motivation for a person to spend a year or more planning a community in which he has no real stake.

However, participation should not be made a prerequisite

for living in St. Lawrence, just as it should not be a prerequisite for the provision of social services. Many people, especially those most in need of subsidized housing, do not have the time or the desire to involve themselves in the participatory process. They should not be denied housing because of this, just as they should not be denied health care if they do not participate in the development and management of the community health clinic.

3. To facilitate the identification of residents, it is recommended that, in the future, the City of Toronto Housing application form contain a section in which the applicant is asked to state whether or not he is interested in participating in the planning and management of St. Lawrence. In addition, a list of all social service areas, including housing, could be given and the applicant could be asked to check off those specific areas in which his interests lie.
4. The process of identification and contact of future residents should begin immediately, following the hiring of the C.D.C.'s. It is possible that, initially, few future residents who are willing to participate, will be discovered. However, the process of contact should be an ongoing one, continuously attempting to bring new people into the participatory process.
5. Once identified and contacted, based on individual interests, future residents should be encouraged to organize into committees dealing with the various service areas; that is, Education, Seniors, Child Care, Social Welfare, Recreation, Health and Housing.
6. Formal co-ordination among the various service committees should be initiated when needed. The C.D.C. should help in setting up such initiation. Need for co-ordination between some service areas is predictable and plans for it should be made at the outset.

The Continuation of the Participative-Consultative Role of Individuals and Service Workers

The C.D.C.'s should develop methods for the continued involvement of individuals and service workers who have indicated a willingness to participate further in the planning of the social services in St. Lawrence (see names marked by * in Appendix 2). A process of consultation should be developed whereby these individuals and service workers advise on technical aspects of social services. Initially, consultation would take place between the C.D.C.'s and the service workers. In this stage, this advisory process would also have the effect of providing for a broader range of participation than that which is possible from the St. Lawrence staff and the Working Committee

Once future residents have been identified and organized into functional committees, the consultation process would take place between the residents' committees and the service workers, with the C.D.C.'s helping to link them together.

The process of consultation developed can either be formal or informal. In an informal process (i.e. one similar to that which the consultant used in the preparation of this report), the C.D.C.'s, and later the residents' committees, would make informal, individual contacts with service workers willing to participate further, and would involve them in the process of planning and implementing the social services.

Alternatively, the process of consultation between the C.D.C.'s, and the individuals and service workers could be formalized. Functional advisory committees could be formed, as sub-committees of the Working Committee. Initially, these committees would act as technical advisors and consultants to the appropriate resident committee.

The formal system has the advantage of providing for a more visible and easily defined participatory process - factors which tend to increase the legitimacy with which the participation is viewed. The membership would be known, decisions would be voted upon, it would be possible for outsiders to watch the participatory process in action. The informal system has none of these advantages. In addition, it is likely to consume a great deal of the C.D.C.'s time - once organized, the formal committees can meet regularly; however, in the informal system, the C.D.C.'s will have to constantly be in contact with individuals and service workers from the seven service areas.

The informal system has major advantages over the formal in other ways - it is simple, does not require rules, structures, formal memberships, problems of power relationships between the functional committees and the Working Committee, etc. All of these problems would have to be dealt with in setting up a formal process of consultation through use of advisory committees. Furthermore, there will likely be few problems in integrating the future resident committees into the informal system of consultation - the individuals and service workers can become technical advisors and consultants to the appropriate resident committee, instead of the C.D.C.'s. The problems of integrating the resident committees with a formal system of functional advisory committees would be much greater.

Therefore, it is recommended that the C.D.C.'s initiate a process of continued consultation with individuals and service workers, and it is also recommended that such a process be informal so that the approach to participation be as simple and as flexible as possible.

The Role of the Working Committee

The role of the Working Committee in the participation and implementation process should remain unchanged from its present role. Although the mandate of the Working Committee is to provide for the development of greater participation in the planning, implementation, and management of St. Lawrence, the Committee itself has taken an increased role in planning and implementation (e.g. role of the Site-Planning Sub-Committee). This de facto role of the Working Committee in implementation should continue with respect to the social services. Given the recommendations of this report, it would be impossible to separate the implementation of the social services from the implementation of the participatory strategy.

The C.D.C.'s in consultation with the future residents, and the individuals and service workers, should make recommendations on the development of the participatory process, and on the implementation of services, to the Working Committee.

Initially, future resident committees should advise the Working Committee through the C.D.C.'s. Once effective resident participation has been organized, it is expected that the Working Committee will disappear as resident participation increases and supercedes it.

The Role of the C.D.C.'s in Implementation of the Social Services

While recommending a minimum of pre-planning, it is recognized that the implementation of some of the recommendations of this report should not be delayed until effective resident participation has been achieved. In such cases, the C.D.C.'s should assume the role of providing for recommendations on the implementation of services (such as physical facilities), with the advice of service workers. These recommendations should be made to the Working Committee, and through it, to the appropriate City Departments, should they be involved in the delivery of services. If no City Departments are involved in the delivery of services (i.e. where service delivery depends on resident organization and demand), the C.D.C.'s should act for the residents in initiating proposals.

Once future resident committees are organized, recommendations on implementation of services should be made by them to the Working Committee, through the C.D.C.'s.

Phase IV The Role of Future Resident Committees in the Service Areas

1. In all cases, when effective participation has been achieved, the resident committees should have control of the planning, design, and management for the various

service areas. Such control would involve a transfer of power from City Council to the future residents of St. Lawrence. It is not possible to describe the means by which such a transfer of power will take place. It will occur only when future residents request control, and Council responds. Through this report, participation has been defined as self-management. A commitment by Council to extending participation to the future residents of St. Lawrence must therefore also be a commitment on their part to delegating control of planning, design and management of the social services to the future residents of St. Lawrence, when they ask for it.

2. The issues and areas of planning, implementation and management that the resident committees should deal with are described in detail in each of the service area reports.

Planning and implementation issues are likely to vary from service to service, because of the particular nature of the needs and services in each of the areas.

In the design of any of the management structures, residents' committees will likely have to consider the following common issues:

- achievement of self-management;
- structure and methods of decision-making of management;
- composition and method of choosing residents to sit on the management structure;
- accountability of structure to the users and to the community;
- relationship among the various management structures of the social services;
- responsibilities assumed by the management structure;
- relationship of professional workers to management;
- legal liability of members of management structure.

Implementation Scenarios

The effective operationalization of the participatory strategy will depend very much on the degree of success achieved in contacting and involving future residents in the participatory process.

Scenario # 1

Ideally, the hiring of the C.D.C., and the identification and contact of residents, will occur immediately, so that Phase IV of the strategy can be initiated by early 1976. It is unlikely that any major decisions will have to be taken prior to this (with the possible exception of education, site planning, density and mix). As a result, future resident control of the planning process would be possible.

Even with the achievement of early identification and involvement of residents, it is not expected that all service area committees will be operating with the same degree of future resident control from the outset. Reasons for this might be:

- a) There are some social service areas in which it may not be necessary to organize committees two years in advance of occupancy. The C.D.C. can review the necessity of early resident involvement in the various areas, prioritize the services, and suggest to future residents that they become involved in those areas with the highest priority for early planning (see Appendix 3 for suggested list of priorities). This will be an especially useful strategy if there are a limited number of future residents participating after the first contact is made.
- b) It is not expected that future residents will show equal enthusiasm for working in all service areas.

Organization of some resident committees by early 1976 will effectively provide a means of involving future residents in controlling most planning, design and management decisions.

Scenario # 2

Delay in the identification and organization of future residents could occur because of a variety of potential problems, including:

- the inability to successfully identify future residents.
- the refusal of the City to pre-select (i.e. guarantee accommodation to) residents, thereby eliminating any chance in getting effective involvement from future residents.

- the inability to organize enough future residents to make their participation effective.

This process could be delayed indefinitely - at worst, until residents are actually living in St. Lawrence. The longer the delay, the more the necessity of making decisions about planning and management without resident involvement. As was stated previously, there should be as little pre-planning as is possible, but, participation of future residents should not be made the prerequisite for provision of services. If no involvement of residents has been achieved prior to their moving on site, the C.D.C.'s, Working Committee and service workers will have to make recommendations to Council and other City Departments to bring about the basic provision of services in those areas where services will be needed immediately (especially Education, Child Care, Health and Housing Management).

The process of attempting to identify and involve future residents must be ongoing - it cannot be tried once, and, meeting with little success, abandoned until occupancy of St. Lawrence occurs.

Recommendations

1. That the St. Lawrence Working Committee forward this part of the report to Council as quickly as possible.
2. That Council make funds in the amount of \$50,000.00 available for the hiring of two Community Development Co-ordinators: St. Lawrence, for the purpose of carrying out the Terms of Reference, as outlined in Section II - Phase II - 1 and 2, of this report.
3. That the Commissioner of Personnel, in consultation with the St. Lawrence Working Committee, acting for the residents of St. Lawrence, be authorized to proceed with advertising for the purpose of receiving applications, conducting interviews, and making recommendations to Council for the positions of Community Development Co-ordinator: St. Lawrence.
4. That two Community Development Co-ordinators: St. Lawrence, reporting directly to Council through the St. Lawrence Working Committee, be hired by Council on a contractual basis for a period of two years, and that such contracts be in a form satisfactory to the Commissioner of Personnel and the City Solicitor.
5. That the salaries to be paid to the two Community Development Co-ordinators: St. Lawrence, be in the range of Project Planner: Housing Department (i.e. \$18,000 - \$22,000.)
6. That secretarial and overhead expenditures associated with these positions be included in the budget of the St. Lawrence project office.

3.2 PARTICIPATION THROUGH EMPLOYMENT

Throughout the service papers particular attention has been paid to employment of resident citizens in the service systems. No attempt will be made here to aggregate the possibilities in terms of jobs since the employment will be a matter for determination in the context of working experience. What is underlined here is the principle of altering employment participation in the whole range of social services through an altered perception of the nature of the task and the ability of citizens to carry out the task with a program of orientation and training. Needs are present from both sides - that of the "employer" and that of the "citizen". For the employer there is the potential in the delivery role for a built-in sensitivity to the character, perception and needs of the user. Citizen employment, wherever possible, will permit a significant extension of the implications of the localization principle. For the citizen "employee" there is the opportunity for employment in economic terms particularly given a generally low income population in the St. Lawrence community. There is also an opportunity to greatly strengthen the general approach to participation through a direct working experience. Problems of orientation to tasks and technical training can be tackled through the active, committed co-operation of the service institutions, and the facilities of George Brown Community College and other educational facilities. (e.g. for Day Care, George Brown provides a program in early childhood education).

It is strongly recommended in the St. Lawrence project that a systemized attempt be made on the part of the City and other service delivery agencies, to mount a major program of citizen employment in service functions. There should be a strong community-wide participation in the design implementation and monitoring of this program.

3.3 SITE PLANNING/PHYSICAL DESIGN

As has been noted several times in this report, site planning and physical design cannot by themselves pre-determine the growth of St. Lawrence as a functioning community. However, the potential for strong public input and control of the development of St. Lawrence affords an almost unique opportunity to use these tools to aid the community development process. The most important factors which can either assist or greatly hinder this process are reiterated in this brief section.

The single most negative thing which could be done in St. Lawrence would be to allow site planning and physical design to be used to differentiate between income groups. All housing must be of equal quality enjoying equal provision of community facilities. Choice sites must not be reserved for higher income groups and barriers to interaction should not be erected between income groups. To achieve these objectives will require extraordinary public commitment and sensitivity.

The most positive innovation in site planning and physical design would be to maximize resident involvement in these activities. Public land ownership affords the opportunity to innovate in this regard. For example, it would be possible for City Council to delegate responsibility for development control on public land to the community which would then have final say over any proposed developments on that land in St. Lawrence.

To further assist in the community development process, the following major shared-use facilities are proposed:

1. Two community/school facilities: the first is to be built in Phase A and contains within it a K-8 school for 800 pupils which is part of extensive shared-use community facilities also including meeting rooms, workshops, recreation space, and possibly child care and senior citizen activities. The second facility is to be built in Phase B and contains a k-6 school for 600 pupils and community facilities including a public library.
2. A multi-service facility which has space for personal service unit, a community health clinic, and a community information centre.

Shared-use facilities afford the opportunity to break down the barriers between services and between users of these services and so in addition to improving services and reducing costs, they can also form the basis for the growth of networks of community involvement and self-help.

Finally, there are several planning and design proposals to assist the development of a neighbourhood-based child care network which could greatly contribute to the personal and collective growth of both children and their parents.

3.4 CONCLUDING NOTE

The consultants end the report where it began, by stressing the critical importance of the St. Lawrence project and its multi-sided opportunity:

- to produce an urgently needed social policy including housing and to develop programs which will alter the existing pattern of perpetuating poverty in the City.
- to provide housing for low income individuals and families whose real opportunities for decent shelter have not improved.
- to alter the social context of the City's core in the direction of a well balanced, ecologically sound mix between its residential and non-residential character.
- to provide a definite and secure framework for community and neighbourhood self-expression, self-management and control of its own environment.
- to develop and demonstrate public competence in owning and developing a large tract of urban land. Further to facilitate opportunities for third-sector forms of development, management and occupancy.

APPENDIX 1: TERMS OF REFERENCE

Urban Renewal, Housing, Fire and Legislation Report No. 5.

4

TERMS OF REFERENCE AND RECOMMENDATIONS FOR SELECTION OF CONSULTANT—SOCIAL SERVICE STUDY FOR ST. LAWRENCE.

Your Committee submits the communication (March 4, 1975) from the Commissioner of Planning and the Commissioner of Housing, viz.:

"Subject: Proposed Terms of Reference and Recommendations for Selection of Consultant: Social Service Study for St. Lawrence.

"Origin: City Council, October 31, 1974.

"Comments: At its meeting on October 31, 1974, City Council requested the Commissioner of Planning to report on the terms of reference for a consultant study dealing with an innovative approach for social service planning for the St. Lawrence project. The following report includes such terms of reference, as well as recommendations for the selection of a consultant to carry out the study.

"The terms of reference are proposed in the context of assumptions about particular characteristics surrounding the planning and development of social services in the St. Lawrence project.

- (a) As with any consideration of social services, the relevant population profile is a critical element. Planning must be based on either accurate projection of the kinds of people involved or must await the actual composition of the neighbourhood population.**
- (b) Citizen involvement in planning and development is vital both in terms of the prevailing attitude of Council regarding its preferred political relationship and in terms of this particular set of services which requires more than simplistic treatment of social problems by detached agencies—no matter how highly motivated.**
- (c) The neighbourhood cannot be conceived of as an isolated segment of its geographic vicinity or the City as a whole. It will not be isolated in either direction. The planning and development process must take into account both spill-over from the project and its services and 'spill-in' from external sources. Furthermore, some services themselves may need to be designed concretely as related to people within and outside the project.**
- (d) Social service functions involve a number of jurisdictions and will require complex relationships if effectiveness of the neighbourhood as a community is to be achieved. These jurisdictions include, among others, the City of Toronto Public and Separate School Boards; Metropolitan Toronto; the Province; the Federal Government; and a number of other City Boards and Departments.**

"The thrust of these assumptions is in the direction of both a complex planning process and a process which does not foreclose on participation in planning, design and development by the people who will eventually live in the area. Simultaneously, however, there is urgent need to proceed with the physical design and development of the project. Physical design and land use attributes of the social service system need to be incorporated at a very early date. It is essential to identify and decide about those attributes in the immediate future.

"Given these conditions, the social services planning should proceed in two phases. Phase one should be completed within three months. It would clarify physical development aspects of social services sufficiently to permit physical planning and physical development to proceed. The key service which carries physical design implications is education. Therefore, early and intensive consultation should take place between project staff and education authorities. Other services which should be explored quickly are health, day care and recreation.

"The terms of reference for Phase one, therefore, are proposed as follows:

1. To identify those aspects of social service planning for St. Lawrence which have implications for preliminary physical design guidelines.
2. To develop, in partnership with appropriate delivery agencies, sufficient planning requisites for those aspects to permit the preparation of preliminary design guidelines for St. Lawrence.
3. To ensure that the planning and design process, as it proceeds in Phase one, does not provide for such rigid limits as to preclude further detailing and refinement in the course of Phase two.

"Since there is an urgency to services planning as it relates to physical design, it was decided that Phase one of the study as outlined above would be broken away from the larger study designated as Phase two. The short-term study would be served by the consultant in a part-time capacity, but would be basically carried out by City staff, working closely with the City Boards of Education, Metro Social Services (for day care) and other government agencies as the need arises.

"The second phase is related more closely to program and to administrative and political relationships than it is to spatial design considerations. As indicated above, it involves a complex of relationships and in particular the participation of citizens; and it implies a process of building on ongoing experience, rather than simply projecting.

"Phase two will involve a period devoted to:

- (a) identifying the range of social services appropriate to the projected population. Identifying the presently available set of services.

- (b) identifying responsibilities and relationships in present practice for the planning and provision of social services.
- (c) exploring alternatives in the scale, quality and relationships involved in social services.

"On the basis of this kind of initial evaluative reconnaissance, given that at this stage some basic policy decisions with respect to at least initial and perhaps longer-run social service programs will be desirable, it will then be possible to develop proposals for preliminary design of appropriate social services. The major question to be discussed at this stage will be what can be planned and designed prior to the arrival of residents.

"The second stage of this phase will provide program and relationship design proposals based on guidelines developed from the first stage, including the fundamental question of continuous community participation in planning; and managing social services.

"Throughout Phase two it is proposed that the process of open and continuous consultation with respect to the interests involved in social services be maintained so that the consultant can become thoroughly sensitized to those interests. This implies that in addition to a realistic appreciation of interests, attitudes, perceptions, the process will be building the basis for effective and appropriate resident action from the outset, but within the context of responsibility delegated to the project group.

"The terms of reference for Phase two are proposed to include:

1. To work with the St. Lawrence project committee to design a process of community participation in social services planning which can provide immediate planning input as well as assure a transfer of planning and management responsibility to the eventual St. Lawrence community.
2. To search the literature for experiences of other jurisdictions with respect to similar social services planning problems.
3. To document the experience of existing Toronto publicly-funded housing (Regent Park, Alexandra Park, etc.) which was developed without specific attention to services planning; this is in order to identify problems which may be avoided in St. Lawrence.
4. To identify and collect data which would make possible the design of a social service system sensitive to the needs of the area, rather than simply a local continuation of established patterns of service.
5. To relate the service needs of St. Lawrence to their context in the surrounding area, and determine which services are desired as specifically local, and which are preferred in a larger area context.

6. To look into methods of relating social services planning to the expected changes in population structure over time.
7. To design service programs which meet the conditions established by (4), (5), and (6) above.
8. To catalogue funding programs (both capital and operating) available to implement the proposed St. Lawrence services, and to analyze the feasibility of the proposed services in light of that cataloguing.
9. To correlate the desired service program with the ongoing development of physical planning for St. Lawrence.

"Phase two should be completed by September, 1975.

"It is anticipated that Phase two will complement the projected Neighbourhood Services Policy study, as an intensive treatment of one area along lines similar to those of the City-wide study.

"Selection of the consultant for a study on social services planning for St. Lawrence presents certain unique problems. The chief of these is created by the innovative nature of the St. Lawrence planning approach to services, which requires of the consultant a range of interests and expertise not usually found in one individual or firm.

"Most obviously, the consultant must be or quickly become familiar with the present delivery mechanisms of a wide range of services (education, day care, recreation, services to the elderly, and so on) as well as the requirements, goals, and problems of each of them. In addition, he must be aware of the funding sources for each service, and the impact these funding systems have on methods of delivery.

"The consultant must also be aware of, and able to elicit in detail, the problems people have in gaining access to service, and to service which they feel is appropriate to their special needs. As a corollary, he must be able to structure a participatory process—and, in the case of St. Lawrence, one which can move from participation by a surrogate community to participation and management by the residents as they move into the neighbourhood.

"In order to choose a consultant, three meetings were held with groups and individuals engaged in the community planning process. As a result of these meetings, it is recommended that the City obtain the services of Meyer Brownstone Consulting Ltd. Mr. Brownstone's experience speaks for itself:

Previous Positions

1. Deputy Minister for Municipal Affairs
Province of Saskatchewan
2. Director, Local Government Continuing Committee
Province of Saskatchewan
3. Research Supervisor
Royal Commission on Bilingualism and Biculturalism

4. U.N. advisor on local government
5. Consultant to the Task Force on Low Income Housing

Recent Positions

1. Presidential Commission on Decentralization
Government of Tanzania
2. Cabinet Advisor on Urban Affairs
Government of Manitoba
3. Member, Task Force on Post Secondary Education
Province of Manitoba
4. Consultant on Health Programme
Government of British Columbia

Current Positions

1. Faculty of Political Economy, University of Toronto
2. Faculty of Environmental Studies, York University
3. Chairman, Canadian Council on Urban and Regional Research
3. Chairman, Oxfam, Ontario
5. Member, Canadian National Committee for the U.N. Conference
on Human Settlement (1976)
6. Advisor to the Cabinet Committee on Health, Education and
Social Policy
Government of Manitoba

"The determining factor, however, in making the selection was the sense that was gained at interview of both his sensitivity and commitment to the concepts of community services planning which are outlined above.

"The budget for the proposed study is based on a fee of \$30.00 per hour during part-time involvement and \$200.00 per diem during full-time activity, plus an assistant's salary and expenses. Involvement can be part time until April 30, 1975 and more intensively from that date until September, 1975. Consultant activity in phase one will be limited to supporting and advising project staff. Primary responsibility will be assumed for Phase two. Consultant costs in Phase one should not exceed \$2,500.00. Consultants costs in Phase two should not exceed \$17,500.00.

"The social services terms of reference and the recommended consultant were discussed at the last meeting of the St. Lawrence Working Committee on March 3, 1975. The committee decided that the Commissioners of Planning and Housing should make their recommendation to Council as contained in their report to the working committee and that the working committee would meet with Mr. Brownstone at its next meeting on March 17. Any resulting recommendation would be made directly by the working committee to Council following that meeting.

"Recommendations: 1. That, subject to the conditions set out in (4) below, the consultant study on social services for St. Lawrence be under-

taken with the terms of reference as set out in this report, at a cost of \$20,000.00.

"2. That the consultant for the study in (1) above be Meyer Brownstone Consulting Ltd.

"3. That the appropriate officials be authorized to prepare and have executed the necessary contract with Meyer Brownstone Consulting Ltd.

"4. That the study only be undertaken if C.M.H.C. is prepared to fund 90 per cent of the cost by way of loan, under Section 42 of The National Housing Act; or part of the cost by way of Part V Grant and the remainder under Section 42.

"5. (a) That the Commissioner of Housing be instructed to apply to C.M.H.C. for a loan of 90 per cent of the cost of the study under Section 42 of The National Housing Act, and under the same terms as the mortgage commitment for those lands, i.e.—

- (i) mortgage of 25 years;
- (ii) repayable interest only during the term of the mortgage;
- (iii) repayment to commence on disposal or development of the lands acquired.

"(b) That the Commissioner of Housing be instructed to apply to C.M.H.C. for a grant of 75 per cent of the cost of the above study, the remaining 25 per cent to be provided as contemplated in 5(a), i.e., 90 per cent borrowed from C.M.H.C. and 10 per cent to be provided from City land banking funds.

"(c) That should a 75 per cent grant be provided under recommendation 5(b), the amount of the loan under recommendation 5(a) be reduced accordingly.

Your Committee recommends that the foregoing report be adopted; and that the City of Toronto Executive Committee be requested to provide funds in the amount of \$2,000.00 to cover the City's portion of the cost of the Study, such funds to be provided from the 1973 Central Mortgage and Housing Corporation and City Land Banking Account.

Alderman Sewell, seconded by Alderman Sparrow, moved that this Clause be amended by adding at the end thereof the following:

"It is further recommended that the study, as outlined, proceed to develop a social services strategy which would be workable in the St. Lawrence community by studying comparable communities including South-East Spadina, Riverdale and King-Parliament; drawing on the experience of residents and recommending strategies, in concert with the Neighbourhood Services Policy, for those communities, St. Lawrence and the City."

which was carried.

Upon the question that this Clause as amended be adopted; it was carried.
March 19, 1975.

REPORT No. 14 OF THE COMMITTEE ON NEIGHBOURHOODS, HOUSING, FIRE AND LEGISLATION.

1

ST. LAWRENCE PROJECT—SITE PLAN OBJECTIVES— PARTICIPATION IN PROJECT BY WORKING COMMITTEE.

Your Committee submits the communication (June 16, 1975) from the Commissioner of Housing, viz.:

“Subject: St. Lawrence—Site Plan Objectives.

“Origin: Item 4, U.R.H.F.L. Report No. 18, Executive Committee Report No. 42 adopted as amended by City Council at its meeting of October 30, 31 and November 1, 1974

and Clause 31, Executive Committee Report No. 45, adopted by City Council at its meeting of November 21, 1974

and Item 4, U.R.H.F.L. Report No. 6, being Clause 12, Executive Committee Report No. 19, adopted as amended by City Council at its meeting of April 16, 1975.

“In October 1974, the Commissioner of Planning and I submitted to the Committee on Urban Renewal, Housing, Fire, and Legislation the ‘St. Lawrence Status Report and Development Strategy’ (contained in Report No. 42 of the City of Toronto Executive Committee). The report initiated the following studies and reports:

- Environmental Analysis
- Soil Analysis
- Study on Use of Existing Buildings
- Design Guidelines
- Site Survey
- Social Services Study
- Context Report
- Report on Density and Mix.

“In November 1974, I made recommendations to the Executive Committee on hiring specific consultants to carry out these studies and reports (contained in Report No. 45 of the City of Toronto Executive Committee).

“In April 1975, I submitted to the Committee on Urban Renewal, Housing, Fire and Legislation the ‘St. Lawrence Budget for 1975’ (contained in Report No. 19 of the City of Toronto Executive Committee). This budget included for the costs related to administration of the project by my Department and also the costs of additional studies related to the preparation of a site plan and official plan changes and also for the preparation of the site plan.

"At this time, the majority of the studies and reports, outlined in Executive Report No. 42, have been completed; the rest are entering their final stages.

"Before any development can be initiated on site, the following actions will have to be taken:

- I. A critical analysis and synthesis of all of the reports listed above;
- II. The establishment of firm site planning objectives, and
- III. The final drawing up of the site plan and the preparation of the appropriate Official Plan documents.

"It is expected that by the fall stages (I) and (II) above will be completed and that by the end of the year, the processes involved in all stages will be concluded.

"Our preliminary analysis of the eight studies and reports listed above indicate a number of objectives and recommendations, some of which are in conflict with one another. For example, the Soils Analysis implies a raising of existing grade to overcome adverse soil conditions while the Environmental Analysis requires as low a profile as possible in order to avoid noise originating from the Gardiner Expressway and the railway.

"Further, there are areas of concern that have not been dealt with sufficiently or at all in these reports and these will have to be examined prior to the establishment of any firm site objectives. For example, we will require further information on the nature of traffic and parking problems prior to the initiating of a site plan.

"The work leading up to the fall of this year therefore, involves a careful, critical analysis of these reports leading to a clear, concise and non-contradictory set of site objectives; in addition, further studies and testing of emerging assumptions and recommendations will have to be carried out.

"In order to do this work, we will require the help of outside consultants as well as a method of assuring ongoing public participation.

"With respect to outside consultants, the following areas of study are considered to be crucial:

- (a) Design Implications: This involves the testing of assumptions arising out of the Environmental Analysis, the Soils Analysis, the Design Guidelines report and other studies. For example, the Environmental Analysis recommends that a 'buffer' against the railway embankment be constructed to help eliminate noise originating from that source; the Design Guidelines report recommends that a physical link be made over the railway embankment and the Lake Shore Boulevard (and under the Gardiner Expressway) connecting with any future development

to the south as well as to the lakeside amenities themselves; the Soils Analysis, as previously mentioned, recommends a 'new grade' over large portions of the site, etc. We should not proceed with final site planning, therefore, until we have tested the ramifications of such proposals against the economic viability of the whole development.

- (b) **Traffic and Parking:** The new development will generate a considerable amount of traffic as well as create a demand for new parking spaces. These new spaces would be in addition to the commuter parking already accommodated on site. The impact of this traffic on streets within and without the new neighbourhood will have to be assessed prior to firm site objectives being established. Further, some indication will have to be given as to the appropriate alternative locations and arrangements of parking for residents, retail and commercial users as well as commuters. Such information and testing of emerging assumptions is crucial to the formulation of a final site planning brief.
- (c) **Site Services:** The problems of servicing an entirely new neighbourhood such as St. Lawrence are immense—especially when one considers the present use of the land where only a limited infrastructure of services exists. Some initial studies will have to be carried out in order to establish the extent of new service requirements and their preferred location, and to describe and advise on problems that may occur with respect to these services arising out of any peculiar site conditions on the St. Lawrence site.
- (d) **Soils and Structure:** Some further consultation with respect to problems arising out of soil conditions on site will be necessary from time to time throughout the process of testing the various assumptions and recommendations referred to above. Most particularly, this consultation involves issues of economic viability with respect to certain proposed physical solutions. An understanding of such cost implications of various alternative physical solutions is necessary prior to firm site objectives being established.
- (e) **Landscaping:** It is assumed that a considerable amount of landscaping will be required as a part of the creation of the new St. Lawrence neighbourhood. The known problems of the toxicity of the present soils will have to be investigated further in order to understand the short and long term effects on trees, plants, etc. Further, some understanding of the possible costs involved in landscaping around such a large area of new housing should be considered prior to formulation of firm site objectives.
- (f) **Environmental:** Some further consultation with environmental consultants in order to assess the noise reducing effectiveness

of a barrier against the railway; or to comment on the effect certain structures might have upon the micro-environment (i.e. wind effect, etc.), would be a helpful contribution to our proposed work.

- (g) Economic: There is an economic relationship between the residential component of the development and other uses (i.e. retail, office and industrial). This relationship will have an effect upon the ultimate rent structure of the housing. Some initial studies with respect to these economic interactions should be initiated prior to a final site plan being produced. Although some of this work can be carried out in-house, other aspects of it would more appropriately be done by outside consultants specializing in such areas as economic modelling, etc.

"Note on Social Services Study: I would like to bring to the Committee's attention the fact that the above study (under the direction of Meyer Brownstone Consulting Limited) is being carried out over the summer in the St. Lawrence project office. This work is directly connected to much of the work described above and the timing of all this work running in parallel would assist in it being carried out expeditiously.

"Public Participation: In order to obtain meaningful public participation in the ongoing evolution of the site plan objectives, the St. Lawrence staff and the St. Lawrence Working Committee have agreed to set up a sub-committee with representatives of both these groups to monitor the synthesizing and testing of the study recommendations, particularly in relationship to the social and economic objectives contemplated by the Working Committee.

"The sub-committee shall be responsible for keeping the St. Lawrence Working Committee informed of the objectives as they evolve and work in conjunction with the Working Committee in obtaining the widest possible public involvement and comment on these objectives.

"It is felt that by this process, I shall be able to present to the Committee on Neighbourhood, Housing, Fire and Legislation in the Fall, definitive site plan objectives which shall have been fully discussed by the public. I shall also, at that time, make recommendations on the hiring of a site plan architect.

"Recommendations: 1. That the proposed work program outlined above be approved in principle and that the St. Lawrence staff be instructed to carry out a critical analysis and synthesis of the preliminary reports in conjunction with the St. Lawrence Working Committee's Site Planning Sub-Committee and that the Commissioner of Housing be instructed to report back to this committee in the Fall on site planning objectives for St. Lawrence.

"2. That the Commissioner of Housing be instructed to report on the hiring of consultants giving his recommendations on the names of consultants, fees and detailed terms of reference. These consultants shall carry out specific tasks in conjunction with and under the direction of the St. Lawrence staff in order to produce site plan objectives as follows:

- (a) Design Implications: A consultant to test the physical alternatives and ramifications of various assumptions and recommendations arising out of the preliminary studies, to carry out further studies in areas not covered in the preliminary studies sufficiently for the establishment of firm site plan objectives.
- (b) Traffic and Parking: A consultant to study the implications on traffic and parking of various alternative proposals raised by the preliminary studies and the testing and analysis of these studies during the period under discussion with a view to making firm recommendations on traffic and parking which would be included in the site plan objectives. This consultant would be responsible for liaison with the Department of Public Works on traffic.
- (c) Site Services: A consultant to study the implications on site services of the various alternative proposals raised by the preliminary studies and the testing of these studies during the period under discussion with a view to making firm recommendations on site services which would be included in the site plan objectives. This consultant would be responsible for liaison with the Department of Public Works on site services.
- (d) Soils and Structures: A consultant to study the physical and cost implications of the various alternatives raised by the testing of the preliminary studies.
- (e) Landscaping: Consultants to study the implications on landscaping of the various recommendations raised in the preliminary studies, to analyse the potential costs of various alternatives and make recommendations which would be included in the site plan objectives.
- (f) Environmental: Consultants to advise on the various environmental issues arising out of ongoing planning work.
- (g) Economic: Consultants to advise on various economic issues involving general economic viability with respect to the relationship between the residential component and other uses and how this relationship will affect the rent structure of the housing."

Your Committee also submits the communication (June 17, 1975) from the Chairman of the St. Lawrence Working Committee, viz.:

"At the meeting of the St. Lawrence Working Committee on June 16, 1975, the attached report from the Commissioner of Housing was thoroughly discussed and supported in principle.

"The following motions were carried by the Working Committee:

1. That a phytotoxicologist be included in the further environmental study.
2. (a) That the Working Committee review all the areas suggested for further study and make comments on them wherever possible; and
(b) That the Working Committee make recommendations as to the consultants to be appointed and that this be done jointly with staff before consultants are chosen.
3. That none of the further studies be undertaken until the Working Committee has made some decisions about the recommendations contained in the Design Guidelines report.

"Following this discussion, it was agreed that during the months of June, July and August, the St. Lawrence staff and the Working Committee will be involved together in an intensive study of the preliminary studies. Further studies for reconciliation or to provide additional information will be commissioned, subject to the approval of the Committee on Neighbourhoods, Housing, Fire and Legislation and of Council as outlined in the Commissioner of Housing's attached report as the St. Lawrence staff and Working Committee require in order to finalize Site Plan Objectives for St. Lawrence by the Fall."

Your Committee also submits the communication (June 12, 1975) from Mr. M. Rant, Chairman of the St. Lawrence Working Committee, viz.:

"Subject: Participation in the St. Lawrence Project.

"Origin: City Council, February 5th, 1975.

"Comments: On February 5th, 1975, City Council adopted recommendations appointing the St. Lawrence Working Committee and laid down its Terms of Reference. Item 6a of the Terms of Reference require that the Working Committee:

'assist the Council in involving the wider public and report back and make recommendations accordingly.'

"On April 7th, 1975, Mr. Frank Mills, the representative of the Toronto Non-Profit Housing Federation on the St. Lawrence Working Committee, proposed that the Social Services Study for St. Lawrence be extended to include all aspects of public participation related to the project. The Social Services Study for St. Lawrence was approved by

City Council on March 19th, 1975, with Meyer Brownstone Consulting Limited. The Social Services Study included the following clause in its terms of reference:

'1. To work with the St. Lawrence Project Committee to design a process of community participation in social services planning which can provide immediate planning input as well as assure a transfer of planning and management responsibility to the eventual St. Lawrence Community.'

"The purpose of Mr. Mills' proposal was to extend the above clause to aspects of the project outside of social services.

"The Mills proposal was referred by the Working Committee to its sub-committee on Social Services. The sub-committee produced the following statement in conjunction with the consultants:

"Extension of the Social Services Study: Mr. Mills argued that a desirable framework for citizen participation would encourage involvement by the community in a broader context than in the social service field alone. That is, a participatory approach should be seen as being applicable and desirable in other contexts where citizens can, in a planned way, move toward management of their own community life.

"In doing so, however, we recognize that, for St. Lawrence, a participatory approach of this kind implies more than the promotion of social services strategy in which citizen participation is an integral component. It implies what could more appropriately be termed a 'Social Strategy' — an approach which sees participation in social services planning as one aspect encompassed within a community planning approach which is participatory in character.

"It is suggested, therefore, that if the 'Social Strategy' approach is adopted, citizen participation should be a factor from the outset; that is, citizens should be involved in the design of the participatory process over time as it applies to all of the planning, designing and management aspects of the project which are of interest to citizens.

"We suggest that the following method could be employed to achieve extended citizen participation in the design and implementation of an overall social strategy for the St. Lawrence Neighbourhood.

- I The Committee would, with the consultant, consider the issues implied by the concept of participation. The consultant would then elaborate upon the general position taken, suggesting what implications this position might have for the development of an overall society strategy. For example, citizen participation in its most developed form implies self-management or control by citizens of their community life. If a form of self-management appropriate to St. Lawrence is to be advocated then, the following matters would be considered:

- (1) the development of community groups which could serve as the locus for participation and the vehicle through which community self-management functions could be performed.
 - (2) the examination of issues related to the operation and structure of the community groups, e.g.:
 - (a) whether a single body which encompasses all decision-making jurisdictions, or a number of separate (and perhaps confederated) bodies, each with their own jurisdiction is appropriate for community management.
 - (b) how authority is to be delegated within the groups.
 - (c) how individuals in decision-making capacities within the community groups are to be made accountable for their actions and to whom etc.
 - (3) the extent to which the present roles of politicians, professionals and community residents could alter with different self-management approaches.
 - (4) the possible political and social relationships which a self-managing community or neighbourhoods would have to the larger metropolitan community and to the differing levels of government.
- II A process of consultation with related citizen groups, the Committee, and the future residents of the neighbourhood, would be pursued. This would bring about the design and implementation of a process that provides for citizen participation in planning, design, and management of the neighbourhood.

Three issues must be examined in the design of this process:

1. How should the 'process of consultation' be defined?

The chief issue that needs to be resolved in designing the process of consultation is to determine what relationship will exist between the Committee and the participant groups.

Should the participant groups serve in an advisory capacity to the Committee? Or should they be accorded some role in decision-making?

This issue must be settled by the Committee, and by the participant groups (what role do they want to play?)
2. How should Participation be shifted from the Committee and Related Groups to the Residents of St. Lawrence?

The planning of the participatory process must examine the problem of shifting participation from related groups and the Committee to the residents of St. Lawrence. e.g., the following phasing process could be pursued:

- (a) initially, participation could consist of related groups and the Committee.
 - (b) criteria could be developed to help determine who the future residents of St. Lawrence would be. e.g., many of these future residents will be people who are on waiting lists for public housing in the City of Toronto. An attempt could be made to involve these people in the participatory process, as they are identified.
 - (c) the occupancy of the first housing units will produce a small resident population (about Fall, 1978). At this point, the residents' involvement could increase, and the process of phasing out the role of related groups and the Committee could begin. Future residents could also continue to play an important role in the participatory process.
 - (d) as the on-site population increases, residents can assume control of the participatory structures. They can opt to continue some involvement of outside groups, and/or to continue to accord future residents an important role in the community planning and management organizations.
3. Who are the Related Citizen Groups? Initially, consultation would be carried on with the related citizen groups and with the Committee. These related citizen groups could consist of:
- (a) 'surrogate' communities such as:
 - King-Parliament
 - South-East Spadina
 - Riverdale
 - (b) professionals and clients in agencies which will have an impact on areas particular to St. Lawrence such as:
 - The Social Planning Council
 - Metro Tenants Association
 - Metro Senior Citizens' Housing
 - Ontario Housing Corporation
 - (c) citizen organizations involved in activities which are similar to those that will be pursued in St. Lawrence, such as:
 - Regent Park Community Services
 - Alexander Park
 - Non-Profit Housing Groups
 - Co-op Housing Groups
 - Community Health Clinics
 - (d) individuals involved in social planning.
- III It is expected that, through this participatory process, an overall social strategy would be evolved. This social strategy would encompass all aspects of the St. Lawrence Community and would provide for a plan and phasing program for participation in the

development and implementation of this social strategy as outlined above.

"The Sub-committee and the consultant felt that the extension of the original terms of reference of the Social Services Study meant that additional resources were required of the consultant. The sum of \$4,000.00 was considered adequate to meet these additional requirements and would be allocated roughly as follows: extra staff time in preparing papers for the Working Community discussion outlined in Item I above; discussions with community organizations and other groups and the probable short term employment of some persons in that regard; and additional work in connection with the final report.

"Recommendations: 1. That, subject to the conditions set out in (4) below, the consultant study on social services for St. Lawrence be extended with the terms of reference numbered I to III as set out in this report, at an additional cost of \$4,000.00.

"2. That the appropriate officials be authorized to prepare and have extended the contract with Meyer Brownstone Consulting Limited.

"3. That the additional study only be undertaken if C.M.H.C. is prepared to fund 90 per cent. of the cost by way of loan, under Section 42 of The National Housing Act; or part of the cost by way of Part V Grant and the remainder under Section 42.

"4. (a) That the Commissioner of Housing be instructed to apply to C.M.H.C. for a loan of 90 per cent. of the cost of the study under Section 42 of The National Housing Act, and under the same terms as the mortgage commitment for those land, i.e.:

- (i) mortgage of 25 years;
- (ii) repayable interest only during the term of the mortgage;
- (iii) repayment to commence on disposal or development of the lands acquired.

"(b) That the Commissioner of Housing be instructed to apply to C.M.H.C. for a Grant of 75 per cent. of the cost of the above study, the remaining 25 per cent. to be provided as contemplated in 4(a), i.e., 90 per cent. borrowing from C.M.H.C. and 10 per cent to be provided from City land banking funds.

"(c) That should a 75 per cent. grant be provided under recommendation 4(b), the amount of the loan under recommendation 4(a) be reduced accordingly.

"5. That the City of Toronto Executive Committee be requested to provide funds in the amount of \$400.00 to cover the City's portion of the cost of the Study, such funds to be provided from the 1973 Central Mortgage and Housing Corporation and City Land Banking Account."

Neighbourhoods, Housing, Fire and Legislation Report No. 14.

Mr. Chris Smith, Co-ordinator for the St. Lawrence Project, appeared and filed with your Committee the following material:

- (1) Existing Buildings Study — St. Lawrence — prepared by Matsui, Baer, Vanstone, Architects;
- (2) Environmental Study of the Proposed St. Lawrence Neighbourhood Site (April, 1975); and
- (3) Design Guidelines and Recommendations.

Copies of the foregoing material have been forwarded to all Members of City Council under separate cover.

Mr. Alan Littlewood, Project Planner for the St. Lawrence Project, also appeared regarding this matter.

Your Committee advises that it has requested the St. Lawrence Working Committee to make some decision at its meeting to be held on June 23, 1975, about the recommendations contained in the Design Guidelines Report.

Your Committee recommends that the foregoing report of the Commissioner of Housing be adopted.

Your Committee also recommends that the recommendations of the St. Lawrence Working Committee contained in its foregoing communication dated June 12, 1975, be adopted.

Your Committee also recommends that the motions adopted by the St. Lawrence Working Committee referred to in its foregoing communication (June 17, 1975) be endorsed.

The Toronto Executive Committee recommends that funds in the amount of \$400.00 to cover the City's portion of the cost of the proposed Study be provided from the 1973 C.M.H.C. and City Land Banking Account

APPENDIX 2DISPOSITION OF DRAFTS OF REPORTS
PREPARED FOR THE SOCIAL SERVICES STUDY

Drafts of Reports Prepared	Circulated to and Discussed by Social Services Sub-Committee	Circulated to and Discussed by Working Committee	Circulated to and Commented Upon by Individuals and Service Workers (See Appendix 2)
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1) Social Charac-
ter and Income
Mix

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2) Housing Tenure

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3) Housing Manage-
ment

*

*

4) Some General
Goals to be
Pursued in the
Design of the
Participatory
Process

*

5) Child Care

*

*

6) Health

*

*

7) Seniors

*

8) Recreation

*

9) Education

*

*

*

10) Welfare

*

APPENDIX 3 PARTICIPANTS CONTACTED IN THE PREPARATION
OF THE SOCIAL SERVICES REPORT

Key:

- * person has indicated willingness to participate further in the planning and implementation of social services in St. Lawrence

A.2.1. Surrogate Communities

- 1) Riverdale:
 - * Randy White (former community organizer in Riverdale)
 - * Mel Browne (community activist)
- 2) King-Parliament:
 - Frank Lewinberg (former site office planners for
 - Bob Overy King-Parliament)
- 3) South-East Spadina:
 - * Jack Hill (community activist; member of the Bd.
 - of Directors of University Settlement Hse.)
- 4) Flemingdon Park
 - * Charlotte Sneyd (former chairman of Residents Assoc.;
 - now Chairman of Board Flemingdon Park
 - Community Health Clinic)
 - Mike McCrea (residents association)
 - Lucy Holm (co-ordinator of nursery school;
 - residents associaton)
- 5) Regent Park:
 - Harold Jackman (manager Regent Park Community
 - Improvement Association)
 - * Ruth Tuttman (director Adult Drop-In Centre;
 - R.P.C.I.A.: member Board of Services
 - Unit)
 - Sheila Holmes (director, services unit R.P.C.I.A.)

A.2.2. Participants in Study of Overall Participation
and Management Strategy

- * 1) Doug Barr (ex-Children's Aid worker in Regent Park, now associated with the Social Planning Council)
- * 2) Mel Browne (activist in Greater Riverdale Assoc.)
- * 3) Randy White (former community organizer for Riverdale)
- * 4) Jack Hill (activist in South-East Spadina)
- 5) Bob Overy (site planners in King-Parliament Frank Lewinberg area)
- * 6) Tony Sousa (Director St. Christopher's House, Alexandra Park)
- * 7) Charlotte Sneyd (former Chairman Flemington Park Tenants Association, now Chairman of Board of Health Clinic)

A.2.3 Participants in Study of Housing Tenure
and Management

- * 1) Toronto Non-Profit Housing Federation;
Noreen Dunphy (co-ordinator)
Mark Goldblatt
- * 2) Federation of Metro Tenant Associations;
Allen Guttell (organizer)
- 3) C.M.H.C.
Community Housing Branch;
George Devine (Manager)
- * 4) Regent Park Community Improvement Association;
Harold Jackman (Manager)
- * 5) Federation of Ontario Tenants Associations and
Welfare Rights Action Centre;
Marg Bassett (executive)
- * 6) Bain Avenue Co-op
Linda Jain (Manager/resident)
- * 7) Community Guardian Company Ltd.
J.E. Thurston (President)

- * 8) Labour Council Development Foundation;
Chris Greenaway (organizer)
- 9) Ward 3 Community Development;
Judy Goldie (staff)
- 10) Guelph University, Consumer Studies
Joan Simon
- 11) City of Toronto Housing Department
Pat Rogers

A.2.4. Participants in the Study of Employment Strategies

- 1) George Brown College
Mr. Stevens (Vice-Principal)
- * Wayne Gartley (Placement Liaison Officer)
- 2) George Brown College, Teraulay Campus;
Bill Frye (Principal)
- 3) Association of Social Service Workers
George Brown College;
- * Don Feldman (member of association; Co-Ordinator
Community Worker Program at College)
- * Linda Williamson (Outreach programme)

A.2.5. Participants in the Studies of Social Welfare Services and Multi Service Centres

- 1) Ministry of Community and Social Services;
Bonnie Ewart (staff person-Research and Planning
Division)
Fran Pendrith (staff person)
Patricia Boudreau (Regional Supervisor Vocational
Rehabilitation Services Branch)
- 2) West End Assistance;
Connie Procopio (staff)
- 3) St. Christopher's House, Alexandra Park;
Tony Sousa (Director)
- 4) Rexdale Multi-Service Unit;
Mary Harker (Co-ordinator) and 12 other residents
and service workers.

- 5) Children's Aid Society;
Maggie Eder
Annie Tiley (administrators, organizers
Anna Bowman field staff, etc.)
Helen Robb
- 6) Family Services Association;
Austin Johnson (Co-Ordinator west region)
Arthur Abramson (director)
- 7) Metro Social Services;
John Fleming (Financial Administrator)
Elizabeth Wray (Funding Officer)
Nellie Anchetta (Supervisor of Support Services)
- 8) Canada Manpower;
Audrey Klaekn (Counsellor)
- 9) Agincourt Community Services Association;
Lorna Prokafka (Director)
- 10) York Community Services;
Arch Andrews (Administrative Co-ordinator)
- 11) Regent Park Community Services;
Sheila Holmes (Director)
- 12) Metro Social Planning Council;
Marvyn Novick
Anella Parker
- 13) New Welfare Action Centre
Margaret Basset (Executive Director)
Margaret Atvilind
- 14) Y.W.C.A.
Rita Mifflin (Co-ordinator Focus on Change)

A.2.6 Participants in the Study of Recreation Services

- * 1) John Piper (former YMCA youth worker and community worker)
- * 2) Regent Park Adult Recreation Center;
Ruth Tuttman (Co-ordinator)
- 3) City of Toronto Department of Parks and Recreation
Herb Pirk (Director of Program Development)
- 4) Gord Davies (former YMCA worker and teacher at OISE)
- * 5) Opportunity House 675 Broadview Avenue
Wally Seccombe (Director)
- 6) Jimmie Simpson Recreation Centre Riverdale;
Dept. of Parks and Recreation
Marlene Murrow (Director of Recreation Programs)
- 7) North York Department of Parks and Recreation
Barry Macklin (Director - Community Development)

A.2.7 Participants in the Study of Services for Seniors

- 1) New Horizons Program;
Linda Tourney (worker)
- 2) Second Mile Club;
Mrs. Chapman (Director)
- * 3) Community Care Services Incorporated
Evlyn Dolman (Co-ordinator)
- 4) Pensioners Concerned Canada Ltd.
- 5) West Metro Senior Citizens
Bill Betram (Accountant)
- * 6) United Senior Citizens of Ontario
Mr. Boundy (Housing critic; executive; member of Metro Task Force on Services for the Elderly)
- 7) Metro Social Services
Glen Howlett (Director Long Range Planning; Liaison with Metro Task Force on Services for the Elderly)

- * 8) Regent Park Adult Recreation Center;
Ruth Tuttman (Co-ordinator)
- * 9) Gerrard Parliament Library
Eva Martin (Head Librarian)
- 10) Library Board
Ms. Tolls (Department Head)
- 11) Metro Senior Citizens Housing Corporation
- 12) Department of Community and Social Services
Senior Citizens Branch
Ms. Vine (Chief of Program Development)

A.2.8 Participants in the Study of Child Care Services

- * 1) Toronto School Board
Julie Mathien (Day Care Resource Planning)
- 2) Mini-Skools Ltd.
Mr. Brewer (Vice President)
- * 3) ~~Jesse Ketchum~~ Ketchum Child Care Center (Metro Day Care)
Ms. McKee (Director)
- 4) Family Day Care Services
Ms. Tee (Administrator)
- 5) Danforth Day Care Centre (Metro Day Care)
Ms. Tibor (Director)
- 6) Metro Social Services Child Care Services
Ms. Butt (Director)
- 7) Snowflake Child Care Center 778 McCaul St.
June Dixon (Co-ordinator)
- 8) City of Toronto Planning Board
Anna Fraser
Susan Larner
- 9) Social Planning Council
Tony Tam

A.2.9 Participants in the Study of Health Services

- * 1) St. Michael's Hospital - Broadview Health Clinic
Rosemary Munn (Co-ordinator - nurse)
- * 2) Flemington Park Community Health Centre
Peter Whitworth (Business Manager)
- * Charlotte Sneyd (Chairman of the Board)
- 3) Ministry of Health: Project Development and
Implementation Group
Bessie L. Weatherhead (Senior Project Officer)
Earl Rowe (Project Officer, Toronto east of Yonge St.)
- 4) York Community Centre - Health Unit
Dr. Lee (Doctor)
- 5) Department of Public Health - Moss Park District
Betty Fletcher (District Supervisor)
- * Lorraine Cass (Don District Health Clinic Public
Health Nurse)
- * 6) Scarborough Community Health Clinic
Susan Oldham (Co-ordinator/counsellor)
- 7) Niagara Community Health Clinic
* Dr. Dermot Grove-White (Doctor)
- 8) Regent Park Community Health Centre
Dr. Krieger (Doctor)
- 9) Alexandra Park Community Health Clinic "S.H.O.U.T."
Dr. Langley et al (Doctors)
- 10) Niagara Site Office, City of Toronto Planning Board
Scott Burns (Planner)
- 11) Don District Community Health Clinic
* Dr. Cynthia Carver (Doctor - Queen St.)
- * Maggie Brockhouse (Co-ordinator)

A.2.10 Participants in the Study of Education Services

- 1) Toronto Board of Education
Dr. McKeown (Associate Director of Education)
Bob Spencer (Trustee)
Doug Barr (Trustee)

- 2) Metro Toronto Separate School Board
Mr. Nelligan (Superintendent)
Bob Wilson (Planner)
- 3) John XXIII Separate School;
(Principal)
- 4) George Brown College
Wayne Gartley (Placement Liaison Officer)

APPENDIX 4 METHODOLOGY OF PARTICIPATION IN THE PREPARATION OF THE SOCIAL SERVICES STUDY

Participation in the preparation of the Social Services Study was sought from three sources: The St. Lawrence Working Committee; surrogate communities; and knowledgeable individuals and workers in the service areas studied.

1) The St. Lawrence Working Committee

The St. Lawrence Working Committee, mainly through its Social Services Sub-Committee, has been involved in the preparation of this report. Meetings of the Sub-Committee were held every two weeks, and discussions dealt with progress reports, initiation of areas for further study, and critical analysis of drafts of the various reports which comprise this study. The membership of the Sub-Committee was fluid. Several reports were forwarded from the Sub-Committee to the Working Committee. (See Appendix 2 for list of disposition of various reports.)

2) Surrogate Communities

The Working Committee directed the consultant to elicit participation from surrogate communities; specifically, Riverdale, King-Parliament, and South-East Spadina were identified as communities to be studied, because of their similarity to St. Lawrence in geographic location, and income and population mix. Individuals involved in community activities in each of these areas (see Appendix 3) were contacted and interviewed concerning all aspects of planning pursued in this study.

It was not felt that the South-East Spadina experience would be useful to St. Lawrence, because of its particular ethnic composition, which has had a great influence on the evolution of that community and its services. Likewise, King-Parliament, because of its small resident population and large industrial presence which has influenced its development, was not felt to have had an experience comparable to the one expected in St. Lawrence. No further participation from community activists (except that gained in the individual service area research) was sought from either of these areas.

The experiences of the Riverdale community were felt to be useful to St. Lawrence, although the population of Riverdale (app. 70,000) is much greater than that expected in St. Lawrence. The extensive documentation of the history of community activities in Riverdale was researched, and a meeting was held with a former community organizer (Randy White). A subsequent meeting was held with this organizer and with a long-time Riverdale activist (Mel Browne) where a film they made on Riverdale was viewed,

and community issues were discussed. Subsequently, several community activists involved in specific service areas in Riverdale were contacted in the course of the service area research (see Appendix 3). Participation from individuals in the Riverdale community was helpful in the design of the overall social strategy for participation and management in St. Lawrence.

In addition to the above, participation was sought from two other communities - Flemingdon Park and Regent Park.

The Working Committee staff suggested that the Flemingdon Park experience would be useful for St. Lawrence because it was a new community where no social planning had been done, and because of the income mix of its population. A meeting of staff and some Working Committee members was held with individuals involved in the residents' association and various services of Flemingdon Park (see Appendix 3). Further interviews were held with some of these people in the course of the research for individual service areas (see Appendix 3). Flemingdon Park proved to be a useful experience in what not to do when building a new community. Community representatives were helpful in developing the participatory strategy for St. Lawrence.

It was felt that the experience of the Regent Park community would be useful in demonstrating many of the problems associated with a concentration of poor people living in subsidized housing, and in identifying strategies that could be pursued to overcome these problems. Participation from individuals involved in the residents' association and the Social Services was sought, mainly through the course of research in individual service areas (see Appendix 3). Although the average income level of the 10,000 residents of Regent Park is not comparable to that which is expected in St. Lawrence, the participation from this community was valuable in developing strategies for the achievement of self-management in St. Lawrence.

3) Individuals and Workers in The Social Services

Extensive participation was elicited from knowledgeable individuals and workers in the social services in the preparation of each of the service area reports. Participants in each of the service area studies are listed in Appendix 3. Participation was sought from bureaucrats at all four levels of government, private social service providers, community groups, individual activists, and service workers from various private and public agencies. Attempts were made to involve all major service providers in Toronto in each service area.

Meetings were held with all individuals listed in Appendix 3 - most were personal interviews, a few were by telephone.

Most interviews covered a broad range of issues involved with a particular service area, including information and opinions on service needs; provision of services; funding; integration of services; resident participation and self-management; methods of achieving an overall social strategy; potential for resident employment; and continued involvement of the individual interviewed in the planning process. In general, bureaucrats were not asked to participate further, as it was felt that such participation was not desirable - most of these bureaucrats will become involved at some point because of their legal jurisdiction in the service area. Many participants expressed a desire to receive a draft copy of the service report, on which they agreed to make critical comments. Drafts of some of the reports have been circulated, and some participants have commented on them. Unfortunately, time constraints have not allowed the consultant to pursue this process as extensively as possible. Some participants have indicated that they would be willing to participate further in the development of social services in St. Lawrence (see names marked * in Appendix 3). The form such involvement may take is outlined elsewhere in this report (see "A Strategy for Continued Participation...").

APPENDIX 5: INCOME MIX IN ST. LAWRENCE

As noted in the body of the report, the outlined social services policy is contingent on realizing the following income mix objective:

- Family Units: 60% below median
 40% above median
- Non-Family Units: 60% below median
 40% above median

It is further recommended that the distribution in family housing be modified to 70% below median, 25% third sector. (See 1.1 Social Character and Income Mix.)

Neither the above objective nor the recommendation is met by the only available detailed projection of the St. Lawrence population which was prepared by the staff and is entitled "St. Lawrence Neighbourhood, Preliminary Population Profile". Following upon that statement, this Appendix outlines an alternative basis for considering the income mix and suggests directions for negotiating with provincial authorities on the question of rent supplements. Our rationale follows.

Assumptions:

1. That the median income is \$13,000 in the City of Toronto in 1975. Since the median income was \$8,800 in 1971, this represents an increase of about 48% which is probably reasonable for the time period involved.
2. All figures are for 1975 on the assumption that the situation will be the same in 1978 when housing is ready for occupancy but incomes and rentals will have inflated in the same proportions.
3. That the projected rentals in 1975 for 1884 Davenport, a City-sponsored housing project, are accurate reflections of what rentals would be in St. Lawrence in 1975. Since land costs are similar, this also seems reasonable. These rentals and associated incomes (allowing 25% of gross income as rental) are as follows:

<u>1884 Davenport*</u>	<u>1975 Rent Projections</u>	<u>1975 Income Required</u>
Bachelor	\$165	\$7,920
1 Bedroom	215	10,320
2 Bedrooms	275	13,200
3 Bedrooms	345	16,560
4 Bedrooms	385	18,480
5 Bedrooms	420	20,160

* City of Toronto, Housing Department Progress Report 1974, p.70

4. The unit mix for all of St. Lawrence, if we accept the staff projections is as follows:

<u>Unit Type</u>	<u>Total Units</u>	<u>Family Units</u>
Bachelor	1182	--
1 Bedroom	1341	--
2 Bedrooms	758	379
3 Bedrooms	320	320
4 Bedrooms	134	134
5 Bedrooms	29	29
<hr/>		
Total	3764	862 (73%)

5. The mix in City Housing would be as follows:

<u>Unit Type</u>	<u>High Density</u>	<u>Low Density</u>	<u>Family</u>
Bachelor	280	72	--
1 Bedroom	350	270	--
2 Bedrooms	70	270	170
3 Bedrooms	--	180	180
4 Bedrooms	--	90	90
5 Bedrooms	--	18	18
<hr/>			
Total	700	900	458

6. The mix in third sector housing would be as follows:

<u>Unit Type</u>	<u>High Density</u>	<u>Low Density</u>	<u>Family</u>
Bachelor	90	--	--
1 Bedroom	150	80	--
2 Bedrooms	60	140	100
3 Bedrooms	--	120	120
4 Bedrooms	--	48	48
5 Bedrooms	--	12	12
<hr/>			
Total	300	400	280

7. The remaining family housing, according to the staff projection, is 124 units, in condominium and limited dividend housing.

Alternative Income Mixes/Levels of Subsidization:

There seem to be three basic alternatives as follows.

Alternative 1:

Accept all of the staff assumptions about subsidized family housing units as follows:

- City Housing:	33 1/3%	x 458 units	= 153 units
- Third Sector:	25%	x 280	= 70
- Others:	15%	x 124	= 18

Total Subsidized Family Units	241
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This represents about 28% of all family units. If assumptions (1) and (3) above are correct then these would be the only below median family units and the income distribution in family housing would be 28% below median and 72% above (or 28/72). This is far from the objective of 60/40 and even further from the recommended 75/25. Even if the 1975 median income is \$14,000 the situation will only improve slightly as some families with incomes in the \$13,200 to \$14,000 could then afford the rent.

It would probably still be possible to get 60/40 overall because seniors units will be close to 100% subsidized and enough non-family housing could go to below median income people to come close to 60/40. (This does not of course meet the objectives in both family and non-family housing taken separately.)

Alternative 2:

Start by trying to get a 75/25 mix in family housing as follows:

1. 75% of total family units = $75\% \times 862 = 647$ units.
2. assume 75% of City and third sector units are subsidized:
 $75\% \times (458 + 280) = 553$ units.
3. assume 25% of other family units are subsidized:
 $75\% \times 124 = 31$ units.
4. assume the remaining units, 63, are two-bedroom units which rent to families near the median but below it, i.e. with incomes close to \$13,000.

This gives 75% of family housing below or near the median and 75% above - 584 units (15.5% of the total) are subsidized.

The 800 seniors units represent 21% of all units and so a total of 36.5% of all units would be subsidized. If no other units were to be subsidized then all non-family units would require incomes of from \$7,920 to \$13,200 to cover market rents and would not be available to any first quartile people.

Alternative 3:

Family housing is 75/25 as in Alternative 2; i.e. 584 family units are subsidized. Let us further assume that:

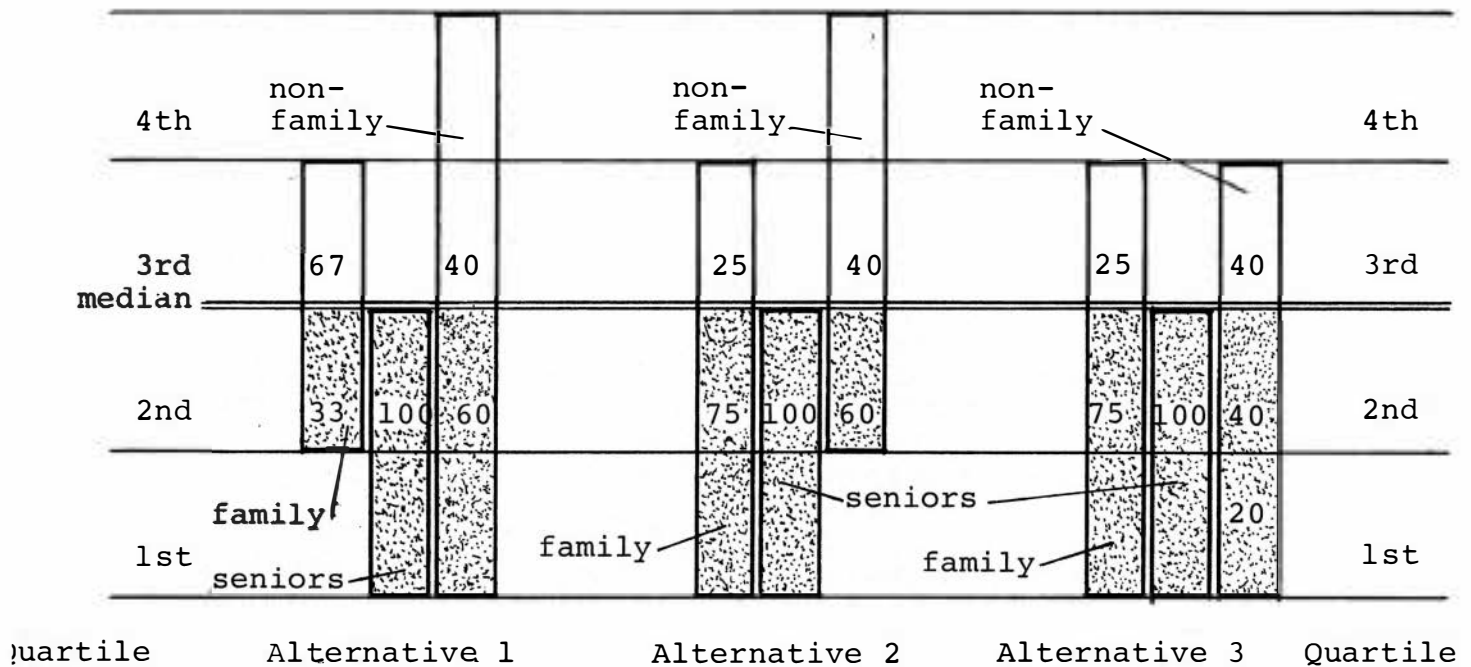
1. seniors housing is not considered as part of the overall subsidization ratio; and
2. 33% of the total remaining units (3764 less the 800 seniors = 2964 are subsidized - this would be a total of 988 units.

In this case $(988-584) = 404$ non-family units could be subsidized first quartile units. The non-family housing to get a 60/40 mix would consist of:

- 404 subsidized first quartile units (20%)
- 860 second quartile market units (40%)
- 848 third/fourth quartile market units (40%)

This alternative would be socially acceptable but the most difficult to negotiate with the province.

Graphically the three alternatives look like this.



Conclusions:

Although the population projections will change over time; the following conclusions can still be noted:

1. Alternative 3 is socially acceptable and ought to be pursued. It is the only option which comes close to producing a low/moderate income community which is relatively homogeneous. (As recommended in the report, consideration might additionally be given to eliminating the fourth quartile non-family households.)
2. About 75% of family units will require subsidization and 20% of non-family units if Alternative 3 is to be realized.
3. The seniors' units should be considered separately in any negotiations with the Province and will require close to 100% rent subsidy. This is probably reasonable anyway because the situation of seniors on fixed incomes is quite different from that of most other population groups.